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ABSTRACT

Information on literacy programs for adults in the United States was compiled from the annual statistical performance reports states submit to the U.S. Department of Education at the end of each program year (PY). Nearly 27 percent of adults had not completed a high school diploma or equivalent. In PY 1991, the nation's adult education (AE) program served 8 percent of the eligible population. In PY 1996, 4 million individuals enrolled in AE programs; White and Hispanic students accounted for more than 70 percent; and most were under age 45. Total enrollment in AE programs increased by more than 30 percent between PY 1988 and 1996. National trends in adult basic education, English as a second language, and adult secondary education (ASE) enrollment masked considerable variability among geographic regions. The number of Hispanic students increased by more than 50 percent, and the number of AE participants in correctional facilities increased by nearly 40 percent. During the period PY 1988-96, between 25-37 percent of ASE students obtained an Adult High School Diploma or its equivalent. From PY 1990 to 1996, more than 1.6 million AE students retained their current jobs or advanced in new jobs, and about 240,000 were removed from public assistance. Characteristics of the AE participant population (race/ethnicity, age, gender, educational level) did not necessarily correspond to the target population. From PY 1986 to 1994, federal and state spending for AE increased in every category; state funds were the most important source of funding for services. (Contains 26 tables and 34 figures.) (YLB)

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DIVISION OF ADULT EDUCATION AND LITERACY

ED 429 234

Digest of Adult Education Statistics – 1998

October 1998

U.S. Department of Education
Richard W. Riley
Secretary

Office of Vocational and Adult Education
Patricia W. McNeil
Assistant Secretary

U.S. Department of Education
Office of Vocational and Adult Education

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DIVISION OF ADULT EDUCATION AND LITERACY

Digest of Adult Education Statistics – 1998

Barbara G. Elliott
Research Triangle Institute

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FOREWORD

Welcome to the *Digest of Adult Education Statistics*. The primary purpose of this document is to provide a compilation of statistical information on literacy programs for adults in America.

Most of the data contained in the *Digest* come from the annual statistical performance reports that the states submit to the U.S. Department of Education (ED) at the end of each program year (PY). (A program year begins on July 1 and runs through June 30 of the following year. For example, PY 1996 began on July 1, 1995, and ended on June 30, 1996.) These data were used to analyze trends in enrollment, service delivery, and student outcomes from PY 1988 to PY 1996. For reasons of space and readability, most tables and graphs in the *Digest* do not display data for all these years, although they always include the first and last years for which data are available.

Information on expenditures comes from the states' financial reports for FYs 1986 to 1994,[1] while data on the target population are from an analysis of 1990 census data by Judy Thorne and Julie Fleenor of Research Triangle Institute.

OVERVIEW

For more than 30 years, the Adult Education Act (AEA) has provided funds to assist states in establishing and expanding basic education programs for individuals age 16 and over who have not completed high school. Congress most recently reauthorized AEA in 1988, and amended it in 1991 with the National Literacy Act (NLA). The adult education program is administered by the Division of Adult Education and Literacy (DAEL) in the Office of Vocational and Adult Education (OVAE), which sponsored the analyses on which the *Digest* is based. Within DAEL, each of four area coordinators is responsible for a specific region of the country.

AEA provides funding to states to establish and expand basic education programs for adults. More specifically, its purpose is:

> to assist the States to improve educational opportunities for adults who lack the level of literacy skills requisite to effective citizenship and productive employment, to expand and improve the current systems for delivering adult

---

[1]DAEL gives states 27 months to close annual financial records, to allow for such contingincies as funds being returned by subgrantees who are unable to fulfill their obligations. Thus, financial data for FY 1994 represents the most recent information available.

> education services including delivery of such services to educationally disadvantaged adults, and to encourage the establishment of adult education programs that will–
>
> (1) enable these adults to acquire the basic educational skills necessary for literate functioning;
>
> (2) provide these adults with sufficient basic education to enable them to benefit from job training and retraining programs and obtain and retain productive employment so that they might more fully enjoy the benefits and responsibilities of citizenship; and
>
> (3) enable adults who so desire to continue their education to at least the level of completion of secondary school (Adult Education Act, P.L. 100-297, 1988, Section 1201).

"Adult education" is defined as services or instruction below the college level for those 16 or older who have not completed secondary school, are not currently enrolled (or required to be enrolled), and:

> who lack sufficient mastery of basic educational skills to enable them to function effectively in society or . . . whose lack of mastery of basic skills results in an inability to speak, read, or write the English language, which constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability . . . (Adult Education Act, P.L. 100-297, 1988, Section 1201a).

"Educationally disadvantaged adults" are persons who demonstrate basic skills at or below the fifth grade level, or who have been placed in the lowest or beginning level of an adult education program that does not use grade level equivalents as a measure of students' basic skills.

THE ADULT EDUCATION SERVICE DELIVERY SYSTEM

To receive federal funds under the AEA, a state education agency (SEA) must submit a 4-year plan that discusses the needs of its adult population, how it will address those needs, and how it will ensure joint planning and coordination with other federal and state programs. The plan must address the needs of adults with limited or no English proficiency, immigrants, minorities, incarcerated persons, adults with disabilities, and persons who are chronically unemployed.

homeless, or disadvantaged. Each state receives a basic annual allotment of $250,000; remaining funds are allotted based on census data showing the number of persons in each state who are 16 years of age or older and lack a high school diploma or equivalent.

SEAs then award subgrants or contracts to local education providers; they must give preference to applicants "who have demonstrated or can demonstrate a capability to recruit and serve educationally disadvantaged adults." NLA expanded the group of eligible recipients for federal funds to include community-based organizations (CBOs), correctional education agencies, postsecondary educational institutions, institutions that serve educationally disadvantaged adults, and "any other institution that has the ability to provide literacy services to adults and families" (although a for-profit agency must join a consortium that includes a nonprofit agency).

Federal statutes governing the program include several set-asides for specific purposes, as well as limitations on spending in others. At least 10 percent of a state's federal grant must be used to serve inmates of correctional institutions and other institutionalized adults, while 15 percent must be set aside under Section 353 of the AEA for special experimental demonstrations and teacher training projects (with at least 10 percent for teacher training). No more than 20 percent may be used for secondary-level instructional programs. NLA added a new set-aside of "some portion of funds" for "Gateway Grants" to public housing authorities for literacy programs.

Federal funding can be used to pay only a specified portion of the state program's cost. This percentage has decreased since fiscal year 1989, when federal resources could support up to 90 percent of a state's costs. In fiscal year 1990, the limit was reduced to 85 percent; in fiscal year 1991, to 80 percent; and in fiscal year 1992 and thereafter, to 75 percent. The remaining proportion must come from state, local, or other nonfederal sources. In addition, states must demonstrate that they have maintained spending from nonfederal sources at previous levels. Since fiscal year 1991, SEAs have been permitted to use no more than 5 percent of their grants (or $50,000, whichever is greater) for administrative costs.

Instruction offered in AEA-funded programs is usually characterized as one of three types: (1) Adult Basic Education (ABE, which is equivalent to instruction in grades 1 through 8), (2) Adult Secondary Education (ASE, which is equivalent to instruction in grades 9 through 12 and leads to a high school diploma or preparation for the General Education Development, or GED, exam), and (3) English as a Second Language (ESL, consisting of basic English language courses). State performance reports indicate the number of students who receive each of the three types of services.

HIGHLIGHTS OF THE DIGEST OF ADULT EDUCATION STATISTICS

THE ADULT EDUCATION TARGET POPULATION

- ***More than 44 million adults, or nearly 27 percent of the adult population of the United States, possess limited literacy capability—that is, they have not completed a high school diploma or its equivalent.*** These individuals make up the adult education target population. Thirty-nine percent of the target population (or more than 10 percent of the total adult population) have completed eight or fewer years of education.

- ***For 23 percent of the adult education target population, English is their second language.*** More than 60 percent of these individuals report that they speak English less than "very well." Thus, adult education programs need to reach large numbers of individuals who may have limited proficiency in English.

- ***About one-quarter of the target population lives in households that are considered at or below the poverty level.***

- ***More than 60 percent of the members of the target population are White.*** Sixteen percent are Black, 13 percent are of Hispanic origin, two percent are Asian or Pacific Islander, and less than two percent are American Indian, Eskimo, Aleutian, or other.

- ***As a whole, the nation's adult education program served 8 percent of the eligible population in Program Year 1991,*** the year that most closely corresponds to the data collection period of the 1990 decennial census.

ADULT EDUCATION IN PROGRAM YEAR 1996

- ***In Program Year 1996, four million individuals enrolled in adult education programs.***

- ***About equal percentages of these students enrolled in ABE and ESL classes.*** About one-fourth attended ASE classes.

- ***White and Hispanic students accounted for more than 70 percent of enrollment.*** Seventeen percent of students were Black, and 12 percent were Asian or Pacific Islanders.

- ***Most students were under the age of 45:*** individuals aged 25 to 44 accounted for

nearly half of enrollment, while 37 percent were between the ages of 16 and 24.

- In PY 1995 (the most recent year for which information is available), ***most students attended classes at elementary/secondary schools.*** The next most common settings were community colleges and learning centers.[2]

- ***Eighty percent of instructors were part-time employees.***

- ***Total federal and state spending on adult education exceeded $1 billion in FY 1994*** (the most recent year for which information is available). About 70 percent of these funds were used for services to levels 0-8. Nationally, state funds provided about 80 percent of the total cost of operating the program.

TRENDS IN ENROLLMENT, PROGRAM YEAR 1988 TO PROGRAM YEAR 1996

- ***Total enrollment in adult education programs increased by more than 30 percent*** between PY 1988 and PY 1996.

- ***Enrollment in ABE increased by 46 percent, while participation in ESL classes rose by 72 percent.*** ASE enrollment grew by 17 percent between PY 1988 and PY 1992, with decreases in more recent years.

- ***National trends in ABE, ESL, and ASE enrollment mask considerable variability among geographic regions.*** The largest percentage increases in both ABE and ESL enrollment were in DAEL Area 4 (the West), due largely to trends in California. ASE enrollment increased only in Area 1 (the Northeast).

- ***The number of Hispanic students increased by more than 50 percent*** between PY 1988 and PY 1996, exceeding 1.5 million in the latter year. Enrollment among Asian/Pacific Islanders grew by a similar percentage over the period, while participation among Blacks increased by about 40 percent. Enrollment among Whites increased by 7 percent over the period. The number of American Indian/Alaska Native students grew by 76 percent, to about 50,000 in 1996.

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[2]DAEL defines a "learning center" as an adult instructional setting that features extensive use of programmed instruction, as well as flexible participant scheduling and attendance, and is open for extended periodsof time on a daily basis. Where learning centers are found at other types of locations (e.g., community colleges), participants are counted as attending learning centers.

- Between PY 1990 (the earliest year for which information is available) and PY 1996, ***the number of individuals in correctional facilities participating in adult education programs increased by nearly 40 percent,*** with nearly 300,000 such individuals enrolling in the latter year.

- ***In each program year, employment status was reported for 55 to 60 percent of adult education students. Of these students, 40 percent or more were employed. The status of the remaining students, including some who were out of the labor force, is unknown.***

TRENDS IN SERVICE DELIVERY, PROGRAM YEAR 1988 TO PROGRAM YEAR 1996

- From PY 1990 (the earliest year for which information was available) to PY 1996, ***more than half of adult education students attended classes in school buildings*** (primarily elementary/secondary schools, but also community colleges and four-year institutions). The number of classes held at locations other than school buildings[3] increased over the period, however, exceeding the number held at school buildings in 1994 and 1995.

- ***The total number of personnel employed in adult education programs increased by about one-fourth from PY 1988 to PY 1996.*** About 90 percent of staff members were local teachers, counselors, or paraprofessionals.

- From PY 1988 to PY 1996, ***at least half of local adult education teachers were part-time employees.*** Volunteers made up most of the remainder of the instructional staff. (These individuals usually work with individual students for a limited number of hours.) The number of local counselors increased by more than 50 percent over the period, with more than one-third working full-time in PY 1996.

[3]Including learning centers, correctional institutions, institutions for disabled persons, work sites, libraries, community-based organizations, homes, and additional locations.

TRENDS IN STUDENT OUTCOMES, PROGRAM YEAR 1988 TO PROGRAM YEAR 1996[4]

- From PY 1990 to PY 1996, ***about one-fourth of students completed the Educational Functioning Level[5] in which they began,*** and about one-half progressed in the same level. About 25 to 30 percent of students separated from the program before completing the level in which they began.

- ***Between 25 and 37 percent of ASE students obtained an Adult High School Diploma or passed the GED each year*** from PY 1988 to PY 1996.

- From PY 1990 to PY 1996, ***about a quarter of a million participants in adult education programs received U.S. citizenship.*** Nearly 300,000 registered to vote or voted for the first time.

- From PY 1990 to PY 1996, ***more than 1.6 million adult education students retained their current jobs or advanced in new jobs, and about 240,000 were removed from public assistance.*** (Attainment of these societal and economic outcomes, however, cannot be attributed solely to enrollment in adult education classes.)

COMPARISON OF THE PARTICIPANT AND TARGET POPULATIONS

- ***The participant population contains larger proportions of Hispanic and Asian/Pacific Islanders than does the target population.*** Black and American Indian/Alaska Native students are represented in about the same proportions. White adults represent a much smaller proportion in the participant population than they do in the target group.

- ***Although only 11 percent of the target population is 16-24 years of age, these individuals accounted for more than one-third of enrollment in PY 1996.*** Adults aged 25-44 (just over one-fourth of the target population) made up nearly half of the student population in that year.

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[4]Some outcome data were not available for 1988 or 1989. In these cases, discussions of trends are based on the period PY 1990 to PY 1996.

[5]During the period under consideration, adult education instruction included six Educational Functioning Levels, or EFLs: beginning and intermediate ABE; beginning, intermediate, and advanced ESL, and ASE.

- ***Women outnumber men slightly in both the participant and target populations,*** accounting for just over half of each group.

- ***About one-third of the members of the target population who have English as their first language have completed eight or fewer years of schooling***. Almost two-thirds of non-ESL enrollment in PY 1996 was in ABE.

- More than 10 million members of the target population have English as their second language. ***About 15 percent of these individuals enrolled in ESL classes in PY 1996.*** (This figure is an underestimate, since additional adults with ESL also participated in ABE and ASE classes.)

TRENDS IN FUNDING, FISCAL YEAR 1986 TO FISCAL YEAR 1994

- From FY 1986 to FY 1994, ***both federal and state spending for adult education increased in every category,*** including state administration, Section 353 training and demonstration projects, levels 0-8, levels 9-12, and services for institutionalized adults. Federal expenditures grew by more than $156 million over the period, an increase of 163 percent. At the same time, state spending more than doubled, increasing by 124 percent.

- From FY 1986 to FY 1994, federal funds provided the majority of support for state administration and Section 353 training and demonstration activities. ***State funds, however, were the most important source of funding for services to both levels 0-8 and levels 9-12,*** providing 80 percent or more of support in each category.

- Since FY 1986, ***state funds have provided about 80 percent of the total cost of the adult education program.*** State spending, however, varied widely. While four states (California, Michigan, Florida, and New York) each contributed $40 million or more in FY 1994, about half spent $5 million or less.[6]

- From FY 1986 to FY 1994, ***the national average cost per student increased from less than $200 to $300.*** In FY 1994, it ranged from a low of $59 in Hawaii to more than $1,000 in Michigan, with more than half of the states spending from $100 to $300 per student. These figures, however, do not consider how long students remain in the program, or account for other sources of financial support.

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[6]Depending upon the size of the state and its federal allotment, this amount may represent a state match ranging from the required 25 percent to 80 percent or more.

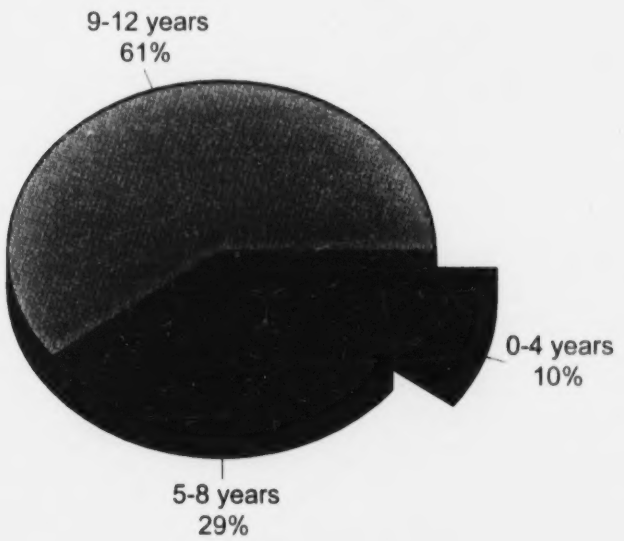
THE ADULT EDUCATION TARGET POPULATION

YEARS OF SCHOOLING COMPLETED AND AGE

More than 44 million adults, or nearly 27 percent of the adult population of the United States, possess limited literacy capability—that is, they have not completed a high school diploma or its equivalent. These individuals make up the adult education target population.

Adults who have completed four or fewer years of schooling, a group that has received special emphasis in the legislation, constitute 10 percent of the target population, or 3 percent of the total adult population. Almost half of these individuals are 60 years of age or older. Thirty-nine percent of the target population (or more than 10 percent of the total adult population) have completed eight or fewer years of education.

FIGURE 1. ADULT EDUCATION TARGET POPULATION BY YEARS OF SCHOOLING COMPLETED



Source: Thorne, J., and Fleenor, J. (1993). *Profiles of the adult education target population. State and area summary information from the 1990 census.* Research Triangle Park, NC: Research Triangle Institute.

YEARS OF SCHOOLING COMPLETED AND GENDER

The distribution of men and women in the target population (47.5 percent male and 52.5 percent female) roughly reflects their distribution in the U.S. population as a whole.

TABLE 1. ADULT EDUCATION TARGET POPULATION BY YEARS OF SCHOOLING COMPLETED AND GENDER

Level of Educational Attainment (Years Completed)	Total	Male	Female
Total (0 to 12)	**44,066,115**	**20,933,333**	**23,132,782**
0-4	4,526,366	2,266,379	2,259,987
5-8	12,873,648	6,066,140	6,807,508
9-12	26,666,101	12,600,814	14,065,287
9 years	5,626,239	2,674,985	2,951,254
10 years	7,541,710	3,517,777	4,023,933
11 years	6,691,097	3,113,210	3,577,887
12 years (no diploma)	6,807,055	3,294,842	3,512,213

Source: Thorne, J., and Fleenor, J. (1993). *Profiles of the adult education target population. State and area summary information from the 1990 census.* Research Triangle Park, NC: Research Triangle Institute.

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YEARS OF SCHOOLING COMPLETED AND POVERTY STATUS

About one-quarter of the target population lives in households that are considered at or below the poverty level. This percentage declines as educational attainment increases, ranging from a high of nearly 40 percent for individuals who have no more than four years of formal education to about 20 percent for those who have 12 years of previous education, but lack a high school diploma.

TABLE 2. PERCENTAGE OF TARGET POPULATION AT OR BELOW POVERTY LEVEL

Years of Schooling Completed	Total	Percentage At or Below 100% of Poverty Level
Total	**44,066,115**	**26**
0-4	4,526,648	37
5-8	12,873,366	28
9-12	26,666,101	23
9 years	5,626,239	26
10 years	7,541,710	23
11 years	6,691,097	23
12 years (no diploma)	6,807,055	19

Source: Thorne, J., and Fleenor, J. (1993). *Profiles of the adult education target population. State and area summary information from the 1990 census.* Research Triangle Park, NC: Research Triangle Institute.

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YEARS OF SCHOOLING AND RACE/ETHNICITY

Almost 29 million (67 percent) of the members of the target population are White. Just under 7 million (16 percent) are Black, while around 6 million (13 percent) are of Hispanic origin.

TABLE 3. TARGET POPULATION BY RACE/ETHNICITY

		Target Population by Racial/Ethnic Classification					
Grade Level	Total Population*	White	Black	Am. Indian/ Eskimo/ Aleut.	Asian/ Pacific Islander	Other	Of Hispanic Origin
All Grade Levels	**42,919,244**	**28,834,054**	**6,890,259**	**405,190**	**1,025,947**	**43,193**	**5,720,601**
0-4	4,330,608	1,755,171	759,558	46,214	297,464	9,121	1,463,080
5-8	12,519,560	8,699,194	1,557,982	98,343	261,596	10,806	1,891,639
9-12	26,069,076	18,379,689	4,572,719	260,633	466,887	23,266	2,365,882

* Excludes 1,146,871 (weighted) cases without data for Hispanic origin and/or race.

Source: Thorne, J., and Fleenor, J. (1993). *Profiles of the adult education target population. State and area summary information from the 1990 census.* Research Triangle Park, NC: Research Triangle Institute.

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MEMBERS OF THE TARGET POPULATION WHO SPEAK ENGLISH AS A SECOND LANGUAGE

About one-fourth of the members of the target population have English as a Second Language (ESL). These individuals are more likely than the target population to have completed relatively few years of schooling, perhaps because of the lack of previous educational opportunities. More than 20 percent of target adults with ESL have completed no more than four years of formal education. An additional 35 percent have attended 5 to 8 years of school, while only 43 percent have had 9 or more years of formal education.

At each educational level, at least half of target adults with ESL rated their ability to speak English as less than "very well." This percentage was highest (83 percent) for individuals with the lowest levels of previous schooling.

TABLE 4. PERCENTAGE OF TARGET POPULATION WITH ESL

Years of Schooling Completed	Total Target Population	Target Population with ESL	Percentage of ESL Population Speaking English Less Than "Very Well"
Total	**44,066,115**	**10,179,379**	**64**
0-4	10.3	22.5	83
5-8	29.2	35.0	67
9-12	60.5	42.5	51

Source: Thorne, J., and Fleenor, J. (1993). *Profiles of the adult education target population. State and area summary information from the 1990 census.* Research Triangle Park, NC: Research Triangle Institute.

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ADDITIONAL INDIVIDUALS WITH ENGLISH AS A SECOND LANGUAGE

The AEA defines "adult education" to include instruction below the college level for adults ". . . .whose lack of mastery of basic skills results in an inability to speak, read, or write the English language. . . ." Thus, some adults who have completed high school, but speak English (their second language) less than "very well," may have a need for, and demand services from, adult education programs.

As ***Table 5*** shows, more than 5 million U.S. adults who speak English as a second language have received high school diplomas or the equivalent. The majority of these adults report that they speak English "very well." About 2 million individuals, however, rank their ability to speak the language as only "well," "not well," or "not at all." If added to the target population, these individuals (who are not technically members of that group) would increase its size to 46 million, and constitute 5 percent of the total.

TABLE 5. ADULTS WHO SPEAK ENGLISH AS A SECOND LANGUAGE, BY COMPLETION OF DIPLOMA

Level of Educational Attainment	Total with ESL	Ability to Speak English			
		Very Well	Well	Not Well	Not at All
Without Diploma	10,179,379	3,702,858	2,519,170	2,528,026	1,429,325
With Diploma	5,446,700	3,303,244	1,280,836	698,943	163,677

Source: Thorne, J., and Fleenor, J. (1993). *Profiles of the adult education target population. State and area summary information from the 1990 census.* Research Triangle Park, NC: Research Triangle Institute.

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PERCENTAGE OF THE TARGET POPULATION SERVED

The size and composition of the target population, as well as the percentage of the target population who receive adult education services, vary from one region of the country to another, as well as from one state to another.[7] Within individual states, the percentage of adults in the target population ranges from a low of 15 percent in Alaska to a high of 37 percent in Mississippi.

As a whole, the nation's adult education program served 8 percent of the eligible population in PY 1991, the year that most closely corresponds to the data collection period of the 1990 decennial census. The percentage of the target population served by individual states ranged from a high of 34 percent for Hawaii to a low of 2 percent for several states. Only four states and the District of Columbia served as much as 15 percent of their target population; most others served less than 10 percent.

TABLE 6. PERCENTAGE OF THE ADULT EDUCATION TARGET POPULATION SERVED, BY STATE AND DAEL AREA

	Total PY 1991 Enrollment	Target Population	Percentage Served in PY 1991
National Totals	**3,695,470**	**44,066,115**	**8**
DAEL Area 1 (Northeast)			
Connecticut	57,188	501,830	11
Delaware	2,567	106,472	2
District of Columbia	20,309	127,652	16
Maine	16,573	185,069	9
Maryland	53,505	752,012	7
Massachusetts	23,218	883,720	3
New Hampshire	7,137	140,782	5
New Jersey	65,379	1,318,742	5
New York	182,879	3,277,866	6
Pennsylvania	48,590	2,154,388	2
Rhode Island	7,264	201,823	4
Vermont	5,330	73,811	7
Total Area 1	**489,939**	**9,724,167**	**5**

[7] DAEL Area 2 (the southern region of the country) contains 37 percent of the target population, while each of the remaining three DAEL areas has about 20 percent of target adults.

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TABLE 6. PERCENTAGE OF THE ADULT EDUCATION TARGET POPULATION SERVED, BY STATE AND DAEL AREA *(continued)*

	Total PY 1991 Enrollment	Target Population	Percentage Served in PY 1991
DAEL Area 2 (South)			
Alabama	45,700	931,180	5
Arkansas	30,845	548,167	6
Florida	436,766	2,536,140	17
Georgia	80,119	1,325,996	6
Kentucky	23,248	898,967	3
Louisiana	43,349	903,141	5
Mississippi	20,015	612,036	3
North Carolina	120,347	1,406,847	9
Oklahoma	26,707	565,948	5
South Carolina	86,776	766,791	11
Tennessee	49,556	1,135,479	4
Texas	220,027	3,292,815	7
Virginia	25,456	1,097,040	2
West Virginia	23,077	430,029	5
Total Area 2	**1,231,988**	**16,450,576**	**7**
DAEL Area 3 (Midwest)			
Illinois	92,636	1,930,662	5
Indiana	50,483	953,307	5
Iowa	38,998	380,555	10
Kansas	11,179	326,559	3
Michigan	205,545	1,502,666	14
Minnesota	48,853	527,748	9
Missouri	33,060	950,297	3
Nebraska	6,597	196,429	3
North Dakota	3,853	95,300	4
Ohio	108,753	1,850,824	6
South Dakota	3,079	107,288	3
Wisconsin	70,838	724,713	10
Total Area 3	**673,874**	**9,546,348**	**7**

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TABLE 6. PERCENTAGE OF THE ADULT EDUCATION TARGET POPULATION SERVED, BY STATE AND DAEL AREA *(continued)*

	Total PY 1991 Enrollment	Target Population	Percentage Served in PY 1991
DAEL Area 4 (West)			
Alaska	5,399	50,275	11
Arizona	36,717	578,539	6
California	1,022,583	5,309,747	19
Colorado	13,742	374,766	4
Hawaii	53,051	154,108	34
Idaho	10,215	134,696	8
Montana	5,942	100,488	6
Nevada	19,682	192,684	10
New Mexico	30,287	259,443	12
Oregon	40,285	390,805	10
Utah	24,028	161,636	15
Washington	34,401	585,168	6
Wyoming	3,337	52,669	6
Total Area 4	**1,299,669**	**8,345,024**	**16**

Note: This table presents data for PY 1991 because this year most closely corresponds to the data collection period of the 1990 decennial census.
Source: DAEL statistical performance report Table 1 and 1990 census.

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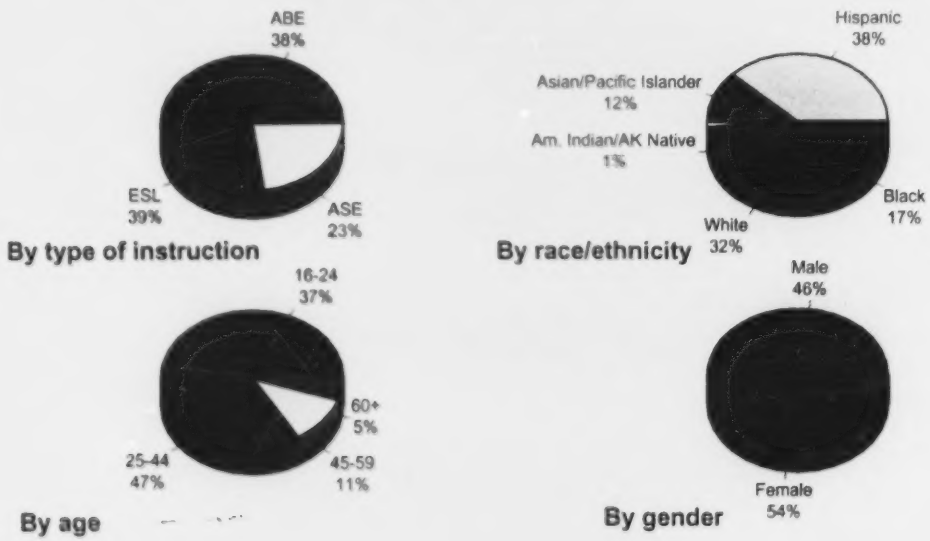
ADULT EDUCATION
IN
PROGRAM YEAR 1996

ENROLLMENT

PY 1996 performance report data indicate that:

- Four million individuals were enrolled in adult education programs.
- About equal percentages of these students were enrolled in ABE and ESL classes, while about one-fourth were attending ASE classes.
- White and Hispanic students accounted for 70 percent of enrollment. Seventeen percent of students were Black, and 12 percent were Asian or Pacific Islanders.
- Most students were under the age of 45: individuals aged 25 to 44 accounted for nearly half of enrollment, while 37 percent were between the ages of 16 and 24.
- Slightly more than half of students were female.

FIGURE 2. ADULT EDUCATION ENROLLMENT: PY 1996



Source: DAEL statistical performance report tables.

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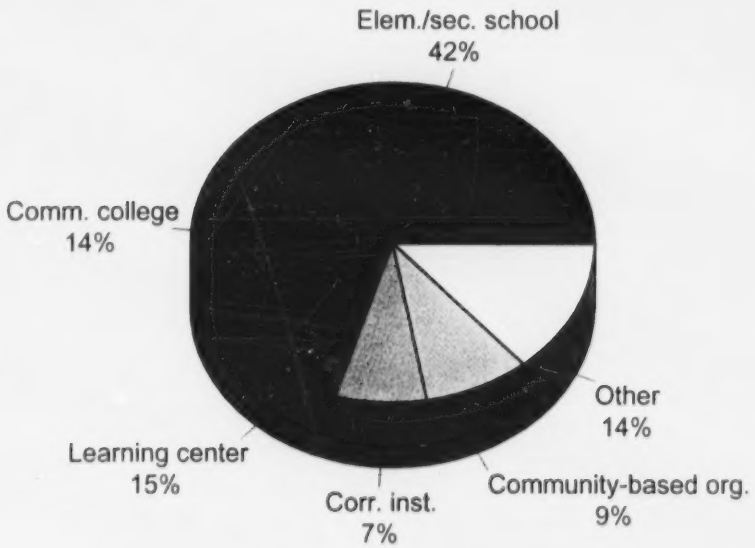
ADULT EDUCATION CLASSES AND SETTINGS

Reflecting the delivery system's historical reliance on the public K-12 school system, the largest single group of adult education students in PY 1995 attended classes at elementary/secondary schools. The next most common settings were community colleges and learning centers, which feature programmed instruction, flexible scheduling, and extended hours. (Where learning centers are located at other types of sites, participants are counted as attending learning centers.)

In PY 1995, local providers offered more than 300,000 adult education classes. Overall, two-thirds of those classes were held during the day. With the exception of public K-12 schools, all types of agencies held at least 60 percent of their classes during business hours. Elementary/secondary schools, however, offered two-thirds of their sessions at night.

FIGURE 3. ADULT EDUCATION CLASSES: PY 1995*

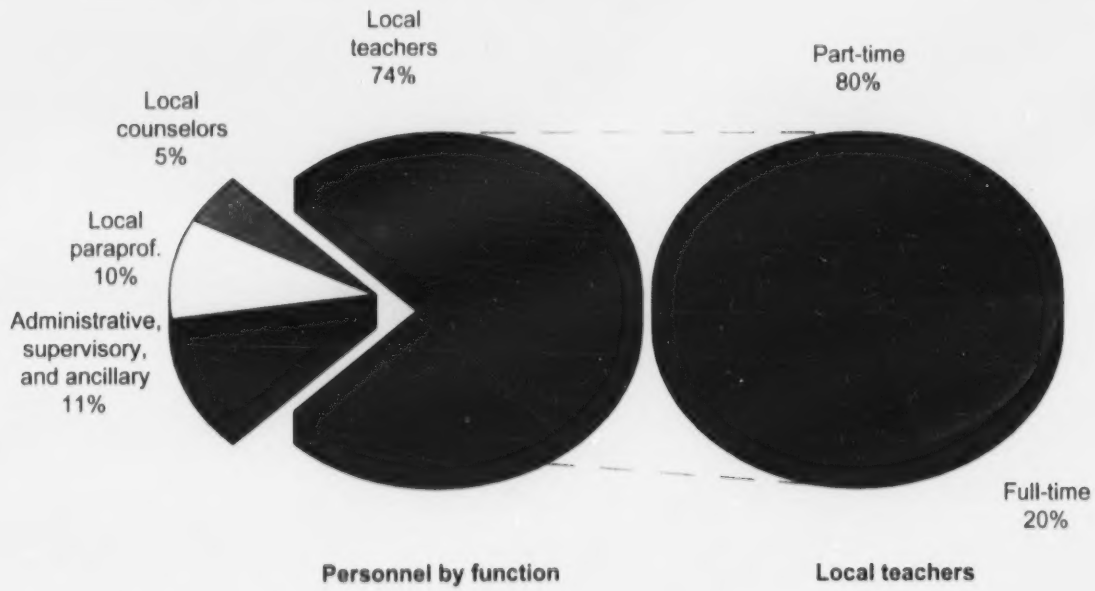


* Information is not available for PY 1996.
Note: Percentages may not sum to 100 due to rounding.
Source: DAEL statistical performance report Table 7.

PERSONNEL BY FUNCTION AND EMPLOYMENT STATUS

In PY 1996, more than 40 percent of adult education personnel (including state- and local-level administrative/supervisory/ancillary staff, as well as local instructional and support personnel) were volunteers. (Volunteer instructors usually work with individual students for a limited number of hours.) Of the 100,000 staff members who held paid positions, about 75 percent were local teachers. Eighty percent of the instructors who held paid positions were part-time employees. Local paraprofessionals, who accounted for 10 percent of staff, were also primarily part-time.

FIGURE 4. PAID ADULT EDUCATION PERSONNEL: PY 1996



Source: DAEL statistical performance report Table 8.

FUNDING

In FY 1994, combined federal and state spending for adult education exceeded $1 billion. More than 70 percent of combined funds supported services for adults at grade levels 0-8, while only about 20 percent paid for services to levels 9-12. Two percent of funds from federal and state sources were used for state administration, while four percent were allocated to Section 353 training/demonstration projects.

In distributing their federal allocations, states must comply with requirements to spend minimum or maximum amounts in specific categories (e.g., they must use at least 10 percent of federal funds for services to institutionalized adults, and may use no more than 20 percent for instruction at grade levels 9-12). The majority of funds for adult education, however, come from state sources. Nationally, these funds provided about 80 percent of the total cost of operating the adult education program in FY 1994.

Overall, states allocate these funds somewhat differently. For example, as ***Table 7*** shows, they spent 25 percent of their own money for ASE services in FY 1994. Only about one percent of state monies were used for administrative purposes, and less than one percent was set aside for Section 353 training and demonstration activities.

TABLE 7. PERCENTAGE OF COMBINED, FEDERAL, AND STATE FUNDS ALLOCATED TO VARIOUS CATEGORIES: FY 1994

Spending Category	Funding Source (in percent)		
	Combined	Federal	State
Total	**100**	**100**	**100**
State Administration	2	5	1
Section 353	4	17	<1
Levels 0-8	72	68	73
Levels 9-12	22	10	25

Source: DAEL financial reports.

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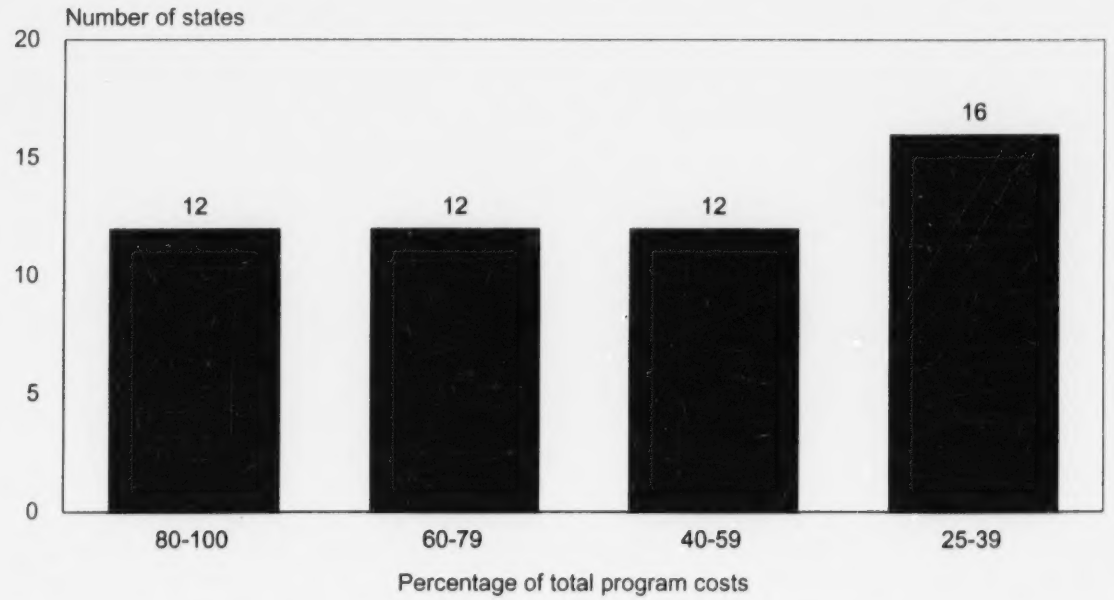
STATE SUPPORT

Federal funds can be used to pay no more than 75 percent of the cost of a state's adult education program. The remaining portion must come from state, local, or other nonfederal sources.

Nationally, state funds furnished about 80 percent of the cost of the adult education program in FY 1994. The proportion of costs provided by individual states, however, varied widely.

A dozen states provided at least 80 percent of the cost of their adult education programs, while 16 provided less than 40 percent. About half contributed between 40 and 79 percent of the cost of their programs.

FIGURE 5. NUMBER OF STATES PAYING VARIOUS PERCENTAGES OF TOTAL PROGRAM COSTS: FY 1994



Notes: Includes the District of Columbia and Puerto Rico (does not include outlying areas, since the federal share for outlying areas is 100 percent).
Source: DAEL financial reports.

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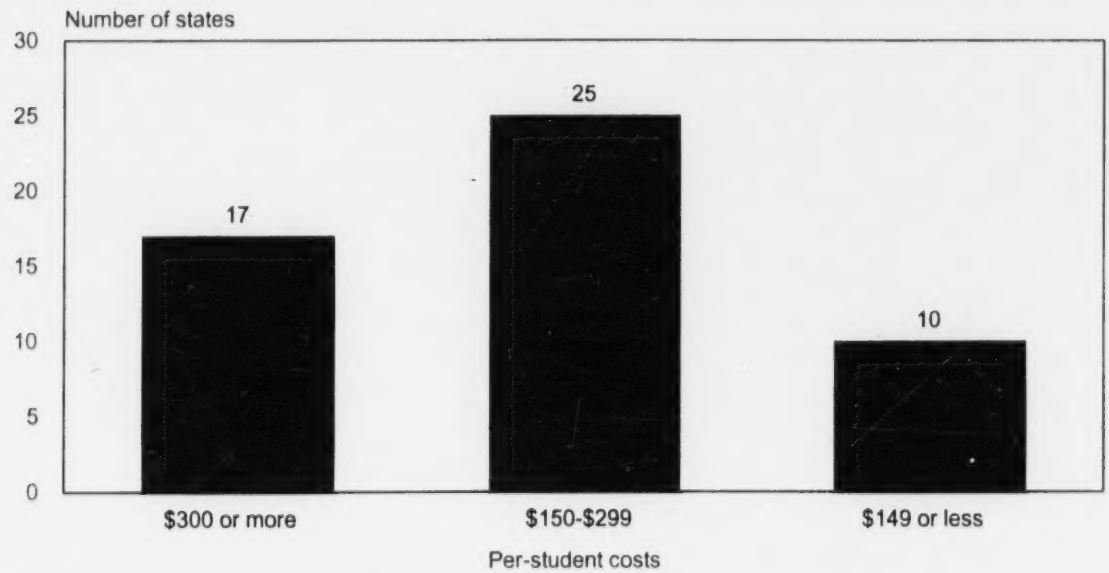
COST PER STUDENT

Another measure of the level of support that individual states provide for adult education is the cost per student that they report annually to DAEL. To calculate this figure, states divide their total expenditures (less administrative costs) by the number of participants who received 12 hours or more of instruction during the Program Year.

In FY 1994, per-student costs averaged $300, with about half of the states spending between $150 and $299. Of the remaining states, 17 had higher costs and 10 had lower costs.

FIGURE 6. NUMBER OF STATES WITH VARIOUS PER-STUDENT COSTS: FY 1994



Note: Includes the District of Columbia and Puerto Rico.
Source: DAEL financial reports.

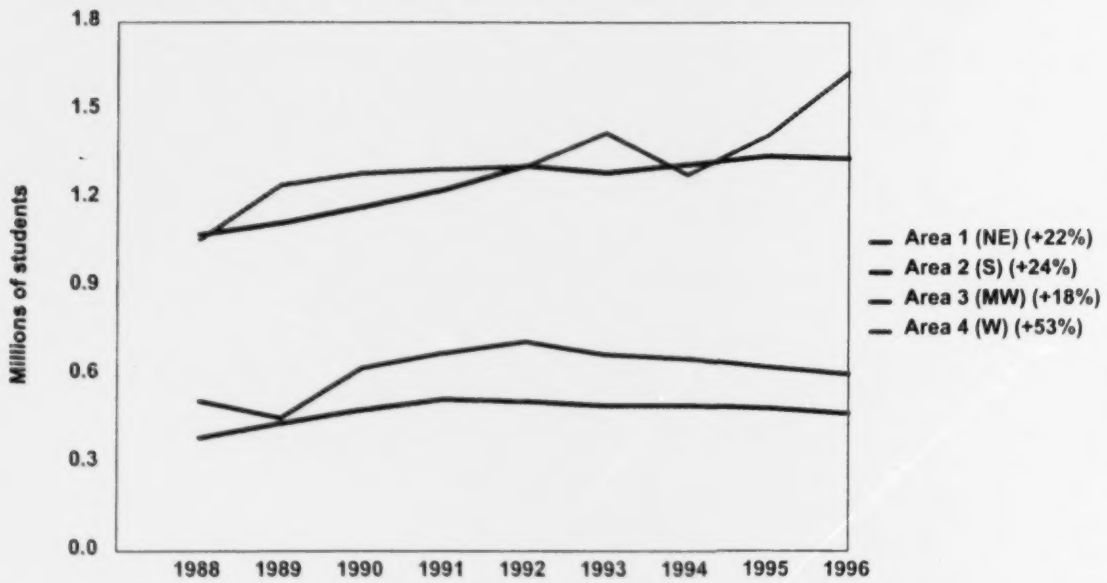
TRENDS IN ENROLLMENT

TOTAL ENROLLMENT IN ADULT EDUCATION

Total enrollment in adult education programs across the nation increased by more than 30 percent between PY 1988 and PY 1996, from just over 3 million to more than 4 million.

Enrollment trends varied by DAEL Area, at least partially because of differences in demand among the target groups in the four geographic regions. As ***Figure 7*** shows, participation increased in each of the four areas from PY 1988 to PY 1996. In Areas 1, 2, and 3, percentage increases in enrollment ranged from 18 to 24 percent. In the western part of the country (Area 4), however, participation increased by more than 50 percent.

FIGURE 7. TOTAL ENROLLMENT IN ADULT EDUCATION PROGRAMS, BY DAEL AREA: PY 1988 THROUGH PY 1996



Note: According to 1990 census data, Area 1 contains approximately 22 percent of the adult education target population. Area 2 has 37 percent, Area 3 contains 22 percent, and Area 4 has 19 percent.
Source: DAEL statistical performance report Table 1.

ENROLLMENT IN ADULT BASIC EDUCATION, ENGLISH AS A SECOND LANGUAGE, AND ADULT SECONDARY EDUCATION

As ***Table 8*** shows, national enrollment in Adult Basic Education (ABE, or grade levels 0-8) rose from about 1.1 million in June 1988 to about 1.6 million in June 1996 (an increase of 46 percent). English as a Second Language (ESL) enrollment over the same period increased by 72 percent, from less than 1 million to almost 1.6 million, exceeding ABE enrollment in PY 1996. At the same time, Adult Secondary Education enrollment (ASE, or grade levels 9-12) declined by 13 percent, largely due to sharp downturns in 1993 and 1995.

TABLE 8. ADULT EDUCATION ENROLLMENT BY TYPE OF INSTRUCTION

	PY 1988	PY 1990	PY 1992	PY 1993	PY 1994	PY 1996	Percent Change, 1988-1996
ABE	1,065,675	1,273,292	1,409,934	1,320,681	1,420,032	1,555,709	46
ESL	906,667	1,192,570	1,180,408	1,554,992	1,222,655	1,557,985	72
ASE	1,067,088	1,101,668	1,247,709	1,004,762	1,110,113	928,851	-13
Total	**3,039,430**	**3,567,530**	**3,838,051**	**3,880,435**	**3,752,800**	**4,042,545**	**33**

Note: 1993 data are included here along with biennial data so that statistical anomalies for that year can be examined.
Source: DAEL statistical performance report Table 1.

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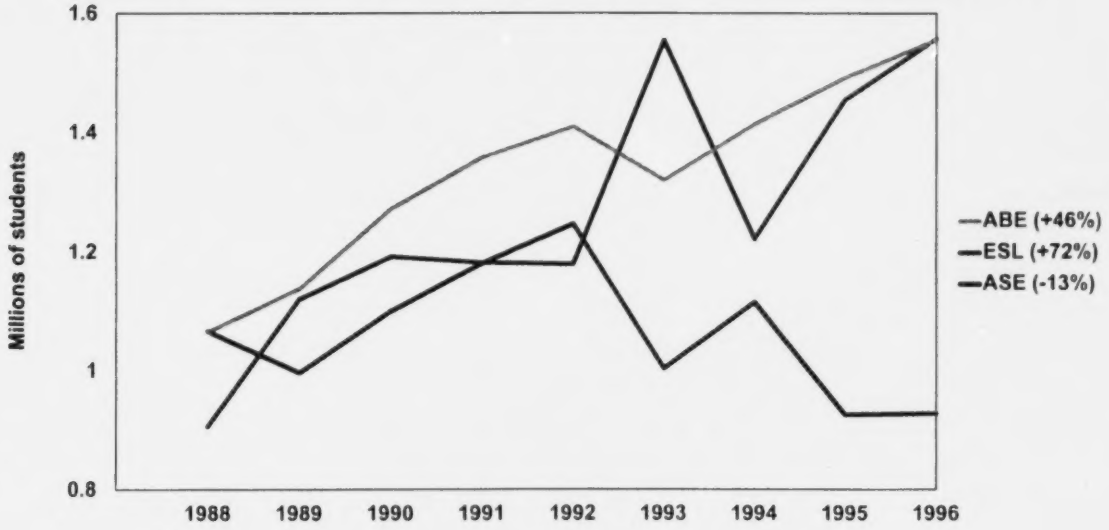
As ***Figure 8*** illustrates, annual enrollment figures for PY 1993 were quite different from those for the previous or following years. Unusual fluctuations for this year were attributable largely to changes in California alone, where ESL enrollment grew by nearly 400,000 from PY 1992 to PY 1993. At the same time, ASE enrollment declined by nearly 200,000 students.

FIGURE 8. TRENDS IN ABE, ESL, AND ASE ENROLLMENT: PY 1988 THROUGH PY 1996



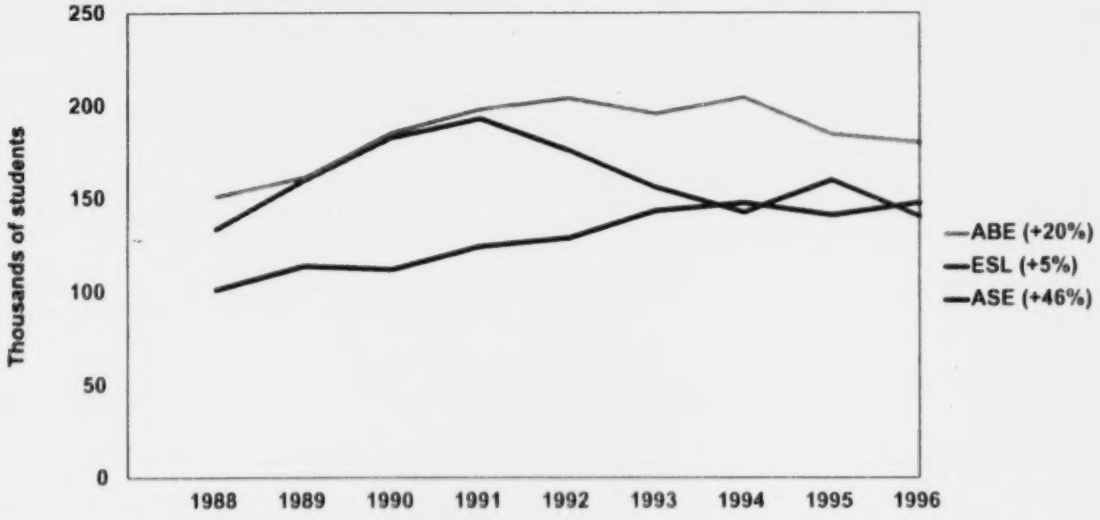
Source: DAEL statistical performance report Table 1.

As Figures 9-12 illustrate, national trends in ABE, ESL, and ASE enrollment mask considerabe variability among geographic regions. For example, while ABE enrollment in the nation as a whole increased by 46 percent from PY 1988 to PY 1996, the increase in Area 4 (the West) was more than 100 percent. ESL enrollment also increased by the largest percentage in Area 4. In Areas 2 (the South) and 3 (the Midwest), particpation in ESL grew by about the same percentage as it did in the nation as a whole (72 percent). In Area 1 (the Northeast), it increased by only 5 percent.

ASE enrollment increased only in Area 1, where it grew by nearly 50 percent over the period.

Areas 2, 3 and 4 experienced declines in ASE enrollment, as did the nation as a whole.[8]

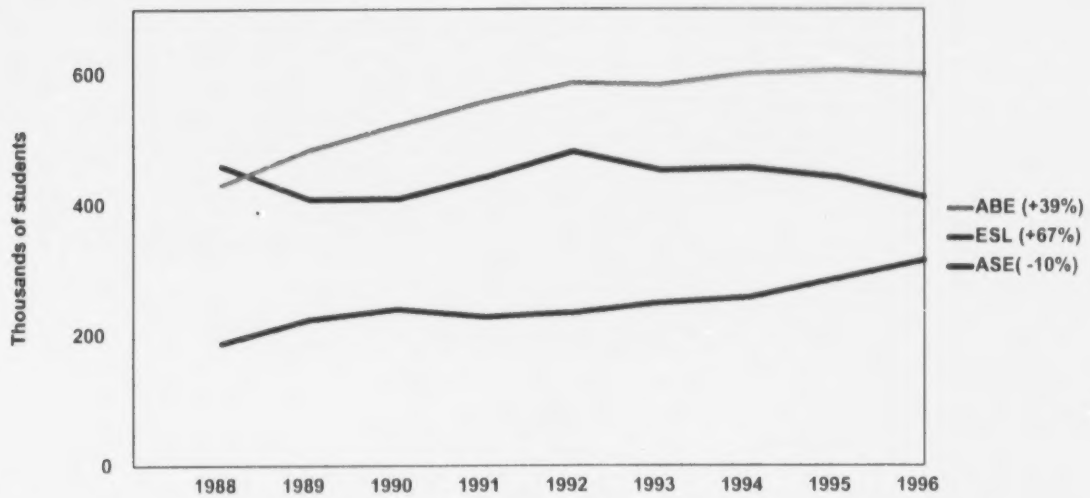
FIGURE 9. TRENDS IN ABE, ESL, AND ASE ENROLLMENT, DAEL AREA 1 (NE): PY 1988 THROUGH PY 1996



Source: DAEL statistical performance report Table 1.

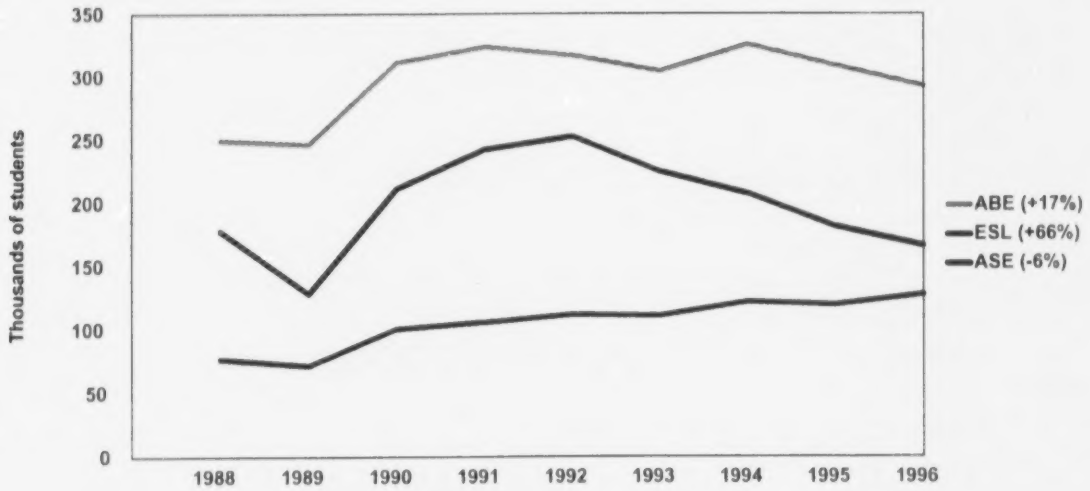
[8]The increase in Area 3 ASE enrollment in 1990 is attributable largely to changes in Michigan alone, where participation increased by about 66,000.

FIGURE 10. TRENDS IN ABE, ESL, AND ASE ENROLLMENT, DAEL AREA 2 (S): PY 1988 THROUGH PY 1996



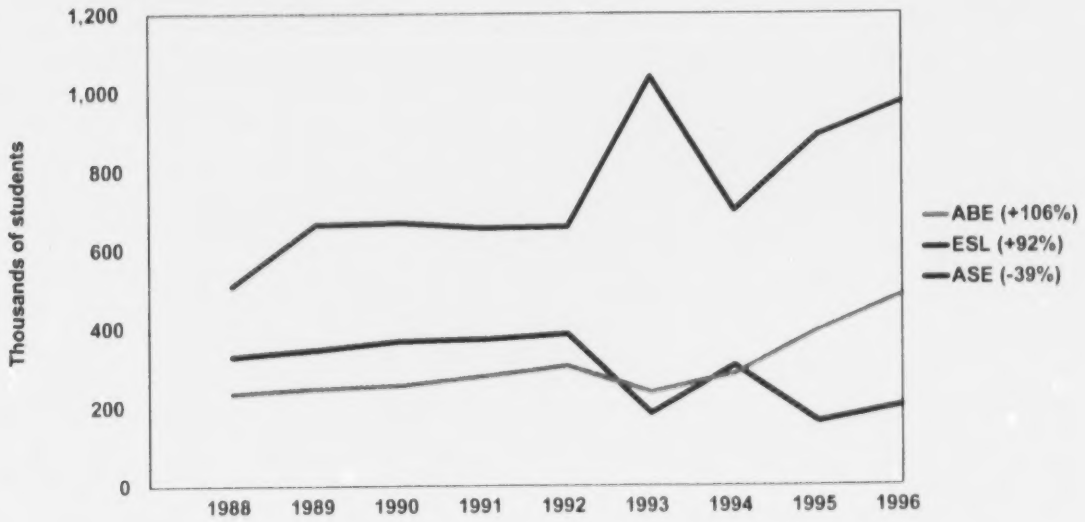
Source: DAEL statistical performance report Table 1.

FIGURE 11. TRENDS IN ABE, ESL, AND ASE ENROLLMENT, DAEL AREA 3 (MW): PY 1988 THROUGH PY 1996



Source: DAEL statistical performance report Table 1.

FIGURE 12. TRENDS IN ABE, ESL, AND ASE ENROLLMENT, DAEL AREA 4 (W): PY 1988 THROUGH PY 1996



Source: DAEL statistical performance report Table 1.

Tables 9-12 provide further detail, showing ABE, ESL and ASE enrollment for each state.

TABLE 9. ABE ENROLLMENT BY DAEL AREA AND STATE: PY 1988 TO PY 1996

State	1988*	1990	1992	1994	1996
United States	**1,065,675**	**1,273,292**	**1,409,934**	**1,420,032**	**1,555,709**
DAEL Area 1 (Northeast)					
Connecticut	6,882	8,319	9,274	7,782	5,886
Delaware	1,566	1,853	1,898	1,917	2,355
Dist. of Columbia	7,091	7,502	8,354	3,265	2,365
Maine	3,755	5,487	5,460	5,728	6,129
Maryland	14,126	16,507	18,474	9,380	11,157
Massachusetts	12,122	13,387	7,957	5,964	4,174
New Hampshire	3,227	4,310	3,012	2,599	1,988
New Jersey	18,395	14,422	18,141	18,865	12,217
New York	51,886	64,076	86,975	92,531	87,888
Pennsylvania	26,008	29,957	26,978	26,155	23,945
Puerto Rico	NA	11,201	8,568	23,428	15,556
Rhode Island	3,070	3,817	4,085	2,847	2,925
Vermont	3,664	4,214	5,196	3,853	3,929
Virgin Islands	766	800	0	557	373
Total Area 1	**152,558**	**185,852**	**204,372**	**204,871**	**180,887**
DAEL Area 2 (South)					
Alabama	21,791	30,600	36,590	39,855	39,232
Arkansas	9,294	16,343	22,669	23,526	22,103
Florida	116,971	136,489	136,181	151,261	161,073
Georgia	26,039	36,405	38,881	48,235	46,760
Kentucky	22,801	19,993	23,566	25,018	22,874
Louisiana	19,635	19,275	23,258	22,514	25,768
Mississippi	10,904	14,871	17,114	15,528	20,588
North Carolina	56,816	60,939	66,046	71,129	66,121
Oklahoma	12,758	16,047	19,807	20,779	18,404
South Carolina	34,802	35,468	40,286	40,106	40,004
Tennessee	22,385	37,213	48,514	38,450	34,151
Texas	55,615	70,008	83,924	81,491	82,977
Virginia	11,107	15,489	12,128	11,153	11,030
West Virginia	10,270	13,159	17,853	18,347	17,939
Total Area 2	**431,188**	**522,299**	**586,817**	**607,392**	**609,024**

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Table 9. ABE ENROLLMENT BY DAEL AREA AND STATE: PY 1988 TO PY 1996 - *continued*

State	1988*	1990	1992	1994	1996
DAEL Area 3 (Midwest)					
Illinois	24,853	28,006	23,656	35,424	30,092
Indiana	25,330	23,635	29,822	24,325	22,387
Iowa	24,457	26,951	23,703	24,287	22,246
Kansas	5,784	7,579	8,151	8,673	6,893
Michigan	34,204	61,551	57,074	55,980	43,949
Minnesota	14,743	21,779	18,811	17,069	15,942
Missouri	23,318	23,232	27,531	25,356	24,419
Nebraska	4,189	4,340	4,702	4,808	4,757
North Dakota	2,323	1,996	1,945	1,724	1,712
Ohio	50,977	69,808	87,446	81,243	78,352
South Dakota	2,832	2,233	2,463	3,696	3,165
Wisconsin	40,720	40,332	48,971	43,061	43,823
Total Area 3	**253,730**	**311,442**	**334,275**	**325,646**	**297,737**
DAEL Area 4 (West)					
Alaska	3,147	3,037	3,611	3,881	3,900
Arizona	7,878	9,395	9,395	15,414	16,183
California	160,266	170,305	189,681	170,247	356,551
Colorado	5,210	6,682	6,081	5,435	7,652
Guam	131	153	231	314	199
Hawaii	16,792	15,883	18,807	26,418	19,558
Idaho	8,149	7,748	6,452	5,409	5,721
Montana	2,542	3,696	3,807	4,283	3,639
Nevada	899	991	1,092	999	1,338
New Mexico	359	8,839	12,951	12,807	13,459
No. Mariana Is.	NA	148	164	308	156
Oregon	9,720	9,558	10,747	10,350	10,540
Utah	1,262	2,307	3,633	6,085	8,530
Washington	11,757	13,452	15,899	18,108	18,792
Wyoming	1,301	1,505	1,919	2,065	1,843
Total Area 4	**229,413**	**253,699**	**284,470**	**282,123**	**468,061**

* Column totals differ slightly from national total due to missing information for Puerto Rico and Northern Mariana Islands.

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TABLE 10. ESL ENROLLMENT BY DAEL AREA AND STATE: PY 1988 TO PY 1996

STATE	1988	1990	1992	1994	1996
United States	**906,667**	**1,192,570**	**1,180,408**	**1,222,655**	**1,557,985**
DAEL Area 1 (Northeast)					
Connecticut	12,356	17,241	17,358	13,137	10,784
Delaware	344	495	774	777	1,142
Dist. Of Columbia	4,053	5,129	5,674	2,175	4,369
Maine	857	1,133	1,217	1,086	1,196
Maryland	14,703	19,737	12,155	10,563	8,503
Massachusetts	13,853	14,753	8,733	7,100	6,531
New Hampshire	642	763	1,293	1,167	1,202
New Jersey	12,968	32,104	23,961	20,037	19,539
New York	44,846	61,817	71,205	72,198	71,163
Pennsylvania	5,973	10,151	11,407	12,500	11,038
Puerto Rico	21,037	17,235	19,713	0	3,496
Rhode Island	1,806	2,057	2,782	1,948	1,642
Vermont	315	238	267	311	390
Virgin Islands	91	415	0	259	0
Total Area 1	**133,844**	**183,268**	**176,539**	**143,258**	**140,995**
DAEL Area 2 (South)					
Alabama	2,639	2,384	2,801	1,460	1,839
Arkansas	707	760	1,331	1,666	2,451
Florida	86,885	112,850	102,576	121,849	145,934
Georgia	6,367	13,217	13,728	17,661	17,900
Kentucky	250	413	620	2,584	1,306
Louisiana	1,331	1,666	1,814	1,624	1,997
Mississippi	652	963	909	781	710
North Carolina	NA	10,759	14,033	14,567	18,361
Oklahoma	2,660	3,084	3,451	4,491	5,114
South Carolina	1,912	1,649	2,456	2,548	3,367
Tennessee	1,013	2,391	2,280	2,939	4,188
Texas	77,846	75,059	78,744	78,450	105,965
Virginia	6,111	14,516	10,060	8,015	6,273
West Virginia	488	1,068	656	394	566
Total Area 2	**188,861**	**240,779**	**235,459**	**259,029**	**315,971**

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Table 10. ESL ENROLLMENT BY DAEL AREA AND STATE: PY 1988 TO PY 1996 - *continued*

STATE	1988	1990	1992	1994	1996
DAEL Area 3 (Midwest)					
Illinois	36,624	41,764	44,424	56,332	53,678
Indiana	2,885	3,503	3,627	3,497	4,427
Iowa	2,383	3,519	3,328	4,401	5,697
Kansas	1,132	1,612	2,153	2,825	3,651
Michigan	13,130	18,655	19,391	18,881	18,354
Minnesota	7,263	11,411	11,208	9,335	11,946
Missouri	2,467	4,042	4,741	3,814	4,845
Nebraska	913	1,009	1,738	1,942	2,584
North Dakota	385	504	514	674	568
Ohio	7,152	9,719	13,608	11,175	11,928
South Dakota	653	225	317	608	539
Wisconsin	2,772	4,784	8,985	8,529	11,232
Total Area 3	**77,759**	**100,747**	**114,034**	**122,013**	**129,449**
DAEL Area 4 (West)					
Alaska	1,332	1,230	1,419	2,066	1,728
Arizona	12,224	15,520	15,520	20,896	26,570
California	442,977	582,977	572,917	611,015	871,234
Colorado	3,317	3,195	5,096	3,851	5,034
Guam	267	261	597	553	173
Hawaii	9,900	15,883	15,280	13,335	10,180
Idaho	1,193	1,432	1,074	1,382	2,677
Montana	345	266	998	262	246
Nevada	1,973	6,279	3,491	2,366	3,760
New Mexico	11,875	9,230	8,069	6,877	8,320
No. Mariana Is.	175	0	0	0	25
Oregon	7,902	15,357	11,573	13,226	13,135
Utah	2,504	3,696	3,251	3,300	6,174
Washington	9,578	11,884	14,331	18,644	21,745
Wyoming	641	566	760	582	569
Total Area 4	**506,203**	**667,776**	**654,376**	**698,355**	**971,570**

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TABLE 11. ASE ENROLLMENT BY DAEL AREA AND STATE: PY 1988 TO 1996

State	1988	1990	1992	1994	1996
United States	**1,067,088**	**1,101,668**	**1,247,709**	**1,110,113**	**928,851**
Dael Area 1 (Northeast)					
Connecticut	16,624	20,874	27,311	9,683	11,271
Delaware	349	314	454	414	459
Dist. Of Columbia	6,425	6,955	6,704	2,935	394
Maine	8,210	8,344	10,662	9,171	9,772
Maryland	2,830	4,986	3,200	11,813	8,818
Massachusetts	7,060	6,080	4,395	3,405	2,590
New Hampshire	1,463	2,125	2,644	3,027	2,238
New Jersey	12,159	17,554	19,262	18,833	6,410
New York	26,210	30,718	39,685	44,222	42,270
Pennsylvania	7,574	12,336	12,412	11,499	16,955
Puerto Rico	8,188	0	0	29,317	44,293
Rhode Island	2,234	1,473	2,059	1,489	1,240
Vermont	469	356	514	239	377
Virgin Islands	1,754	438	0	2,143	1,325
Total Area 1	**101,549**	**112,553**	**129,302**	**148,190**	**148,412**
Dael Area 2 (South)					
Alabama	12,724	7,193	10,119	14,015	13,120
Arkansas	14,181	11,962	14,135	16,794	18,761
Florida	200,421	170,090	198,113	175,433	143,568
Georgia	14,938	19,958	25,283	25,042	27,185
Kentucky	7,584	7,684	10,069	8,366	7,505
Louisiana	20,137	19,098	20,785	19,934	19,947
Mississippi	4,964	3,123	3,221	3,729	6,118
North Carolina	44,585	38,042	46,619	39,607	33,345
Oklahoma	3,211	5,176	7,243	6,449	6,680
South Carolina	37,900	44,083	60,299	64,592	63,099
Tennessee	4,922	2,117	8,102	13,935	12,550
Texas	83,470	73,680	61,369	49,710	47,405
Virginia	685	1,644	9,209	8,634	8,107
West Virginia	9,980	6,959	7,604	5,287	6,207
Total Area 2	**459,702**	**410,809**	**482,170**	**451,527**	**413,597**

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TABLE 11. ASE ENROLLMENT BY DAEL AREA AND STATE: PY 1988 TO 1996

State	1988	1990	1992	1994	1996
DEAL Area 3 (Midwest)					
Illinois	16,151	17,351	20,735	14,912	15,936
Indiana	3,913	17,028	17,685	14,478	13,072
Iowa	5,783	11,037	13,340	12,480	10,867
Kansas	1,437	1,083	2,631	3,002	3,383
Michigan	113,463	113,972	142,841	110,183	79,430
Minnesota	9,140	12,458	15,329	10,116	9,846
Missouri	4,030	4,541	6,470	5,438	4,746
Nebraska	468	809	874	612	719
North Dakota	592	1,087	1,183	1,063	949
Ohio	13,925	15,949	19,475	18,746	17,421
South Dakota	874	726	1,069	883	974
Wisconsin	8,870	15,965	22,499	15,740	18,176
Total Area 3	**178,646**	**212,006**	**264,131**	**207,653**	**175,519**
DEAL Area 4 (West)					
Alaska	1,040	800	1,016	889	1,519
Arizona	7,020	8,890	8,890	12,044	13,493
California	241,780	267,945	261,301	189,586	63,585
Colorado	2,009	2,306	4,713	3,238	2,772
Guam	1,046	897	1,170	1,160	993
Hawaii	20,208	20,246	22,786	21,778	33,159
Idaho	2,942	1,991	2,085	1,900	2,074
Montana	2,906	2,109	1,528	2,297	2,436
Nevada	0	9,992	14,647	13,014	15,896
New Mexico	15,140	12,167	9,494	14,345	14,838
No. Mariana Is.	20	12	37	121	185
Oregon	11,609	12,160	16,089	15,836	13,804
Utah	16,259	18,838	19,725	19,337	20,423
Washington	3,499	6,440	7,101	5,940	4,698
Wyoming	1,713	1,507	1,524	1,258	1,448
Total Area 4	**327,191**	**366,300**	**372,106**	**302,743**	**191,323**

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TABLE 12. TOTAL ENROLLMENT BY DAEL AREA AND STATE: PY 1988 TO PY 1996

State	1988	1990	1992	1994	1996
United States	**3,039,430**	**3,567,530**	**3,838,051**	**3,752,800**	**4,042,545**
DAEL Area 1 (Northeast)					
Connecticut	35,862	46,434	53,943	30,602	27,941
Delaware	2,259	2,662	3,126	3,108	3,956
Dist. Of Columbia	17,569	19,586	20,732	8,375	7,128
Maine	12,822	14,964	17,339	15,985	17,097
Maryland	31,659	41,230	33,829	31,756	28,478
Massachusetts	33,035	34,220	21,085	16,469	13,295
New Hampshire	5,332	7,198	6,949	6,793	5,428
New Jersey	43,522	64,080	61,364	57,735	38,166
New York	122,942	156,611	197,865	208,951	201,321
Pennsylvania	39,555	52,444	50,797	50,154	51,938
Puerto Rico	28,031	28,436	28,281	52,745	63,345
Rhode Island	7,110	7,347	8,926	6,284	5,807
Vermont	4,448	4,808	5,977	4,403	4,696
Virgin Islands	2,611	1,653	0	2,959	1,698
Total Area 1	**386,757**	**481,673**	**510,213**	**496,319**	**470,294**
DAEL Area 2 (South)					
Alabama	37,154	40,177	49,510	55,330	54,191
Arkansas	24,182	29,065	38,135	41,986	43,315
Florida	404,277	419,429	436,870	448,543	450,575
Georgia	47,344	69,580	77,892	90,938	91,845
Kentucky	30,635	28,090	34,255	35,968	31,685
Louisiana	41,103	40,039	45,857	44,072	47,712
Mississippi	16,520	18,957	21,244	20,038	27,416
North Carolina	101,401	109,740	126,698	125,303	117,827
Oklahoma	18,629	24,307	30,501	31,719	30,198
South Carolina	74,614	81,200	103,041	107,246	106,470
Tennessee	28,320	41,721	58,896	55,324	50,889
Texas	216,931	218,747	224,037	209,651	236,347
Virginia	17,903	31,649	31,397	27,802	25,410
West Virginia	20,738	21,186	26,113	24,028	24,712
Total Area 2	**1,079,751**	**1,173,887**	**1,304,446**	**1,317,948**	**1,338,592**

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TABLE 12. TOTAL ENROLLMENT BY DAEL AREA AND STATE: PY 1988 TO PY 1996 - *continued*

State	1988	1990	1992	1994	1996
DAEL Area 3 (Midwest)					
Illinois	77,628	87,121	88,815	106,668	99,706
Indiana	32,128	44,166	51,134	42,300	39,886
Iowa	32,623	41,507	40,371	41,168	38,810
Kansas	8,353	10,274	12,935	14,500	13,927
Michigan	160,797	194,178	219,306	185,044	141,733
Minnesota	31,146	45,648	45,348	36,520	37,734
Missouri	29,815	31,815	38,742	34,608	34,010
Nebraska	5,570	6,158	7,314	7,362	8,060
North Dakota	3,300	3,587	3,642	3,461	3,229
Ohio	72,054	95,476	120,529	111,164	107,701
South Dakota	4,359	3,184	3,849	5,187	4,678
Wisconsin	52,362	61,081	80,455	67,330	73,231
Total Area 3	**510,135**	**624,195**	**712,440**	**655,312**	**602,705**
DAEL Area 4 (West)					
Alaska	5,519	5,067	6,046	6,836	7,147
Arizona	27,122	33,805	33,805	48,354	56,246
California	845,023	1,021,227	1,023,899	970,848	1,291,370
Colorado	10,536	12,183	15,890	12,524	15,458
Hawaii	46,900	52,012	56,873	61,531	62,897
Idaho	12,284	11,171	9,611	8,691	10,472
Montana	5,793	6,071	6,333	6,842	6,321
Nevada	2,872	17,262	19,230	16,379	20,994
New Mexico	27,374	30,236	30,514	34,029	36,617
Oregon	29,231	37,075	38,409	39,412	37,479
Utah	20,025	24,841	26,609	28,722	35,127
Washington	24,834	31,776	37,331	42,692	45,235
Wyoming	3,655	3,578	4,203	3,905	3,860
Guam	1,444	1,311	1,998	2,027	1,365
No. Mariana Is.	175	160	201	429	366
Total Area 4	**1,062,787**	**1,287,775**	**1,310,952**	**1,283,221**	**1,630,954**

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EDUCATIONAL FUNCTIONING LEVEL

The states' annual reports to ED indicate the number of students who are enrolled at various levels of ABE and ESL instruction, as well as the number who are enrolled in ASE. ED defines these levels as:

- ***BEGINNING ABE***— instruction designed for an adult who is unable to read, write, and compute sufficiently well to meet the requirements of adult life in the United States, or an adult who lacks a mastery of basic educational skills that will enable him/her to function effectively in US society. These adults are termed "educationally disadvantaged." For States using grade level measures, Beginning ABE includes grades 0 through 5.9. This term does *not* apply to foreign-born adults with limited English proficiency.

- ***BEGINNING ESL***— instruction designed for an adult who has limited or no proficiency in the English language. Instructional emphasis is on listening and speaking. Literacy skills, reading and writing, are introduced at this level.

- ***INTERMEDIATE ABE***— instruction designed for an adult who has some competence in reading, writing, and computation but is not sufficiently competent to meet the requirements of adult life in the United States, or an adult who lacks a mastery of basic educational skills that will enable him/her to function effectively in US society. For states using grade level measures, intermediate ABE includes grades 6 through 8.9. This term does *not* apply to foreign-born adults with limited English proficiency.

- ***INTERMEDIATE ESL***— instruction designed for an adult who has some competence in communicating in English. Instruction in reading and writing is integrated with ongoing development of speaking and listening skills.

- ***ADVANCED ESL***— instruction designed for an adult who is able to communicate in English but who needs instruction in usage. At this level emphasis is placed on idioms, language for specific purposes, and grammatical structure. Reading and writing instruction is integrated wth speaking and listening.

- ***ADULT SECONDARY EDUCATION***— instruction designed for an adult who is literate and can function in everyday life, but is not proficient. This term is equivalent to secondary education as defined by the state. For states using grade level measures, adult secondary education includes grades 9 through 12.9.

Since 1990, about 60 percent of ESL students have enrolled at the beginning level. Students at

the intermediate level have accounted for about 25 to 30 percent of ESL enrollment, while only about 12 percent of ESL students enrolled at the advanced level. In ABE, enrollment at the beginning level has been slightly higher than at the intermediate level. Students in ASE have accounted for about 40 to 50 percent of non-ESL enrollment.

TABLE 13. ADULT EDUCATION ENROLLMENT BY EDUCATIONAL FUNCTIONING LEVEL

Educational Functioning Level	PY 1990	Percentage of Students at Each Level	PY 1996	Percentage of Students at Each Level	Percent Change, 1990-1996
Beginning ESL	745,092	62	906,934	58	22
Intermediate ESL	305,548	26	475,571	31	56
Advanced ESL	141,929	12	175,480	11	24
Total ESL	**1,192,569**	**100**	**1,557,985**	**100**	**31**
Beginning ABE	646,122	51	853,160	55	32
Intermediate ABE	627,170	49	702,549	45	12
Total ABE	**1,273,292**	**100**	**1,555,709**	**100**	**22**
ASE	**1,101,668**	**100**	**928,851**	**100**	**-16**
Total all levels	**3,567,529**		**4,042,545**		**13**

Note: Numbers of students at beginning, intermediate, and advanced levels are not available for 1988 and 1989.
Source: DAEL statistical performance report Table 1.

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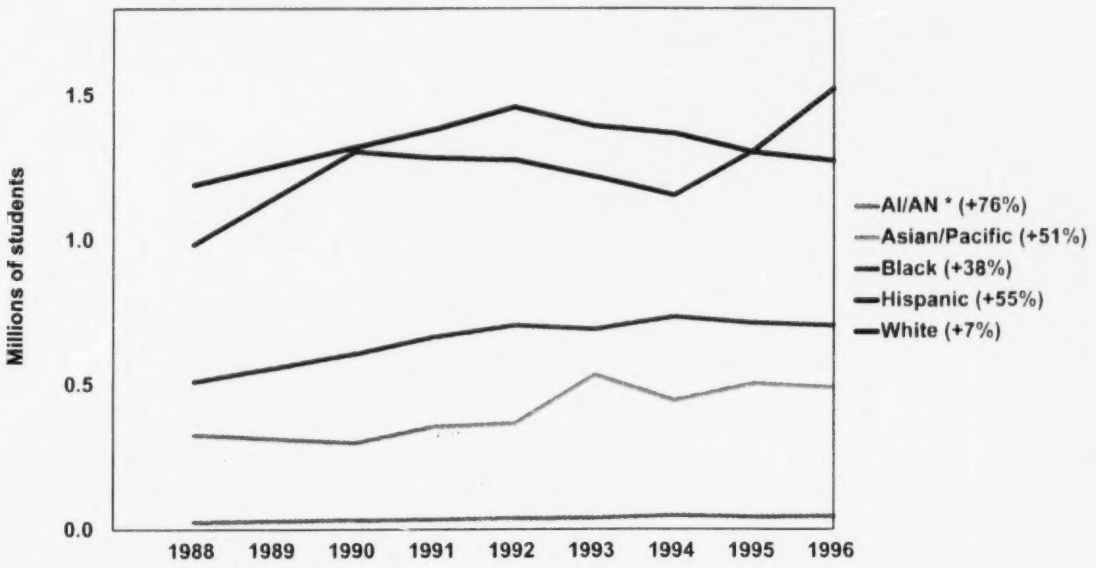
RACE/ETHNICITY

The number of Hispanic students enrolling in adult education programs across the nation exceeded 1.5 million in PY 1996, an increase of more than 50 percent since PY 1988. Enrollment among Asian/Pacific Islanders grew by a similar percentage over the period, with about half a million individuals belonging to this group participating in PY 1996. Participation among Black adults also grew by about 40 percent during the period under consideration. Enrollment among Whites increased by 7 percent between PY 1988 and PY 1996, while the number of American Indian/Alaska Native students grew by 76 percent, to about 50,000 in PY 1996.

FIGURE 13. TOTAL ENROLLMENT IN ADULT EDUCATION PROGRAMS, BY RACE/ETHNICITY: PY 1988 THROUGH PY 1996



Note: Information not available for 1989.
* AI/AN - American Indian/Alaska Native
Source: DAEL statistical performance report Table 1.

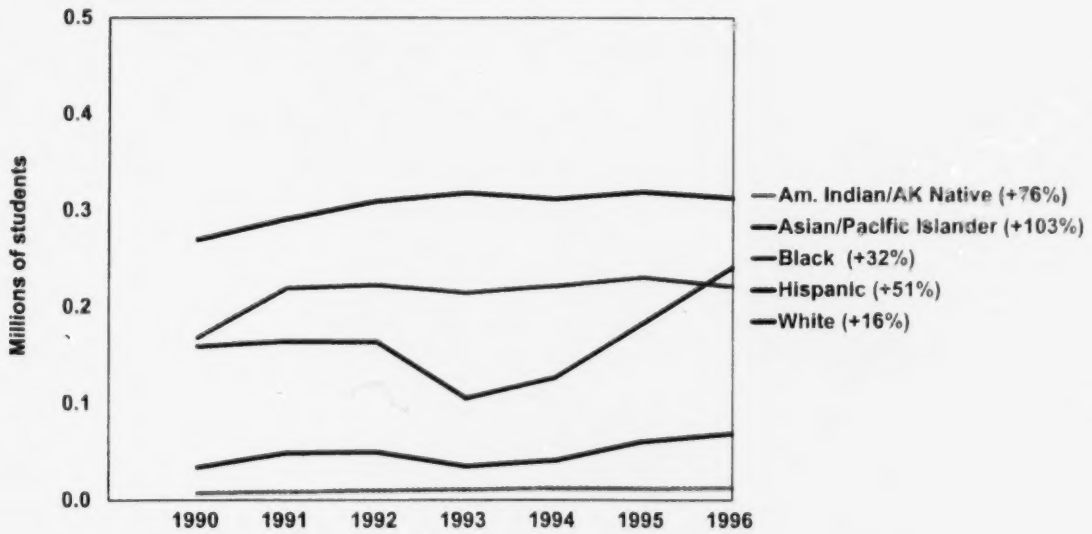
Figures 14-21 show enrollment by race/ethnicity for each EFL—as well as ABE, ESL, and ASE as whole—for the period PY 1990 through PY 1996.

In both ABE and ESL, the largest percentage increases in enrollment from PY 1990 to PY 1996 were among Asian Pacific Islanders, who accounted for 14 percent of enrollment in these two types of instruction in PY 1996.

In ABE, participation among Hispanic and Black adults increased by 44 and 33 percent, respectively. Enrollment among Whites was relatively stable, increasing by just 4 percent. In ESL, participation among Asian/Pacific Islanders grew by almost 90 percent, while enrollment of Hispanic adults increased by 30 percent.

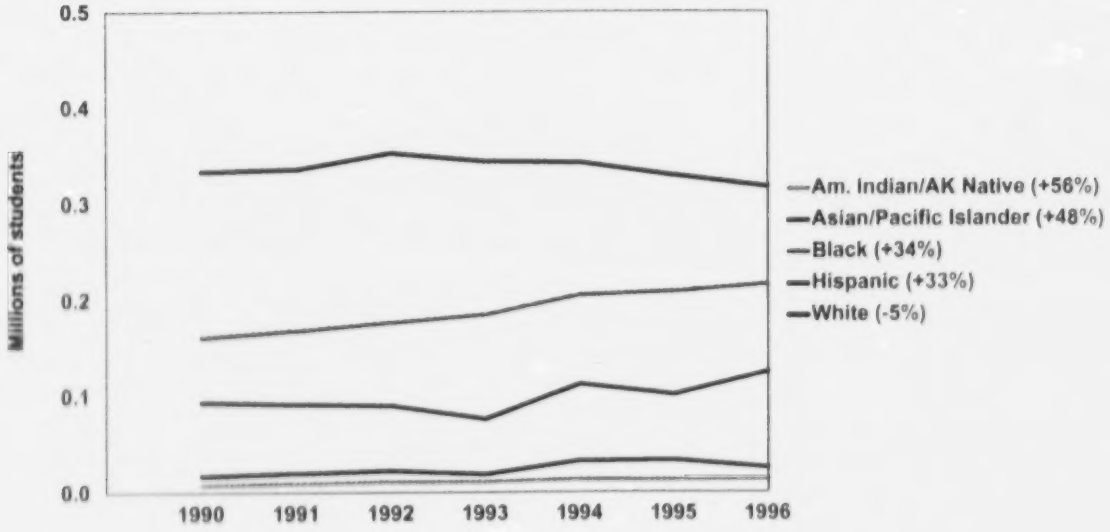
In ASE, the only increases in enrollment were among American Indian/Alaska Natives and Blacks. Participation among other racial/ethnic groups declined over the period.

FIGURE 14. ENROLLMENT IN BEGINNING ABE, BY RACE/ETHNICITY: PY 1990 THROUGH PY 1996



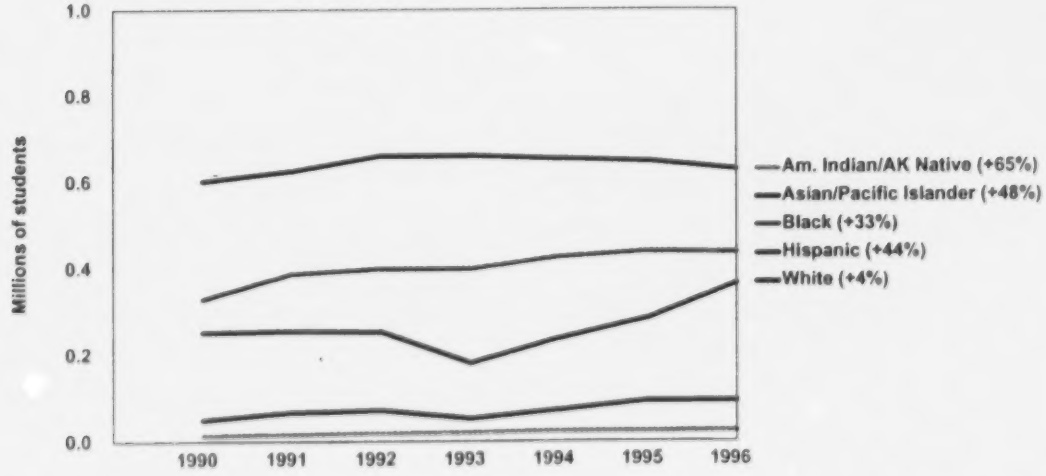
Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 1.

FIGURE 15. ENROLLMENT IN INTERMEDIATE ABE, BY RACE/ETHNICITY: PY 1990 THROUGH PY 1996



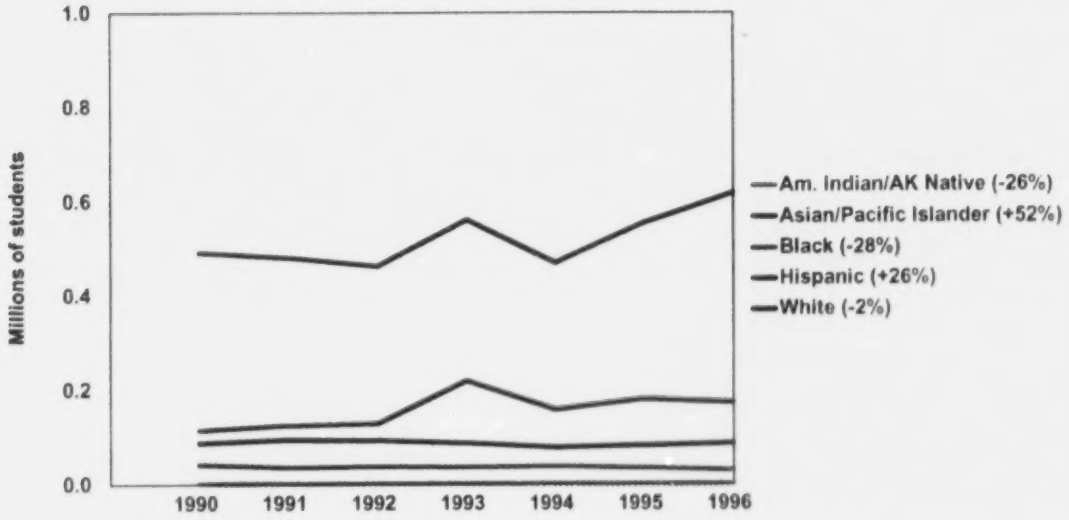
Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 1.

FIGURE 16. TOTAL ENROLLMENT IN ABE, BY RACE/ETHNICITY: PY 1990 THROUGH PY 1996



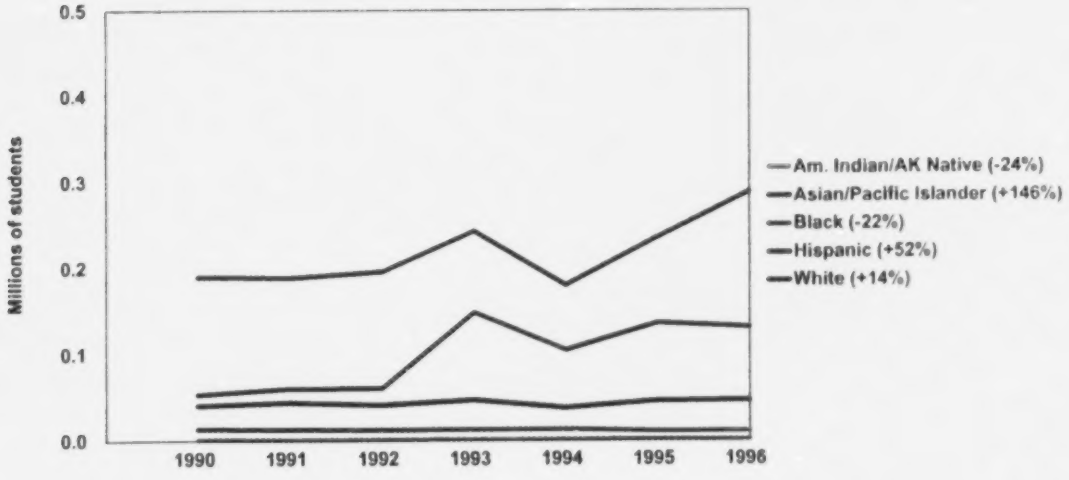
Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 1.

FIGURE 17. ENROLLMENT IN BEGINNING ESL, BY RACE/ETHNICITY: PY 1990 THROUGH PY 1996



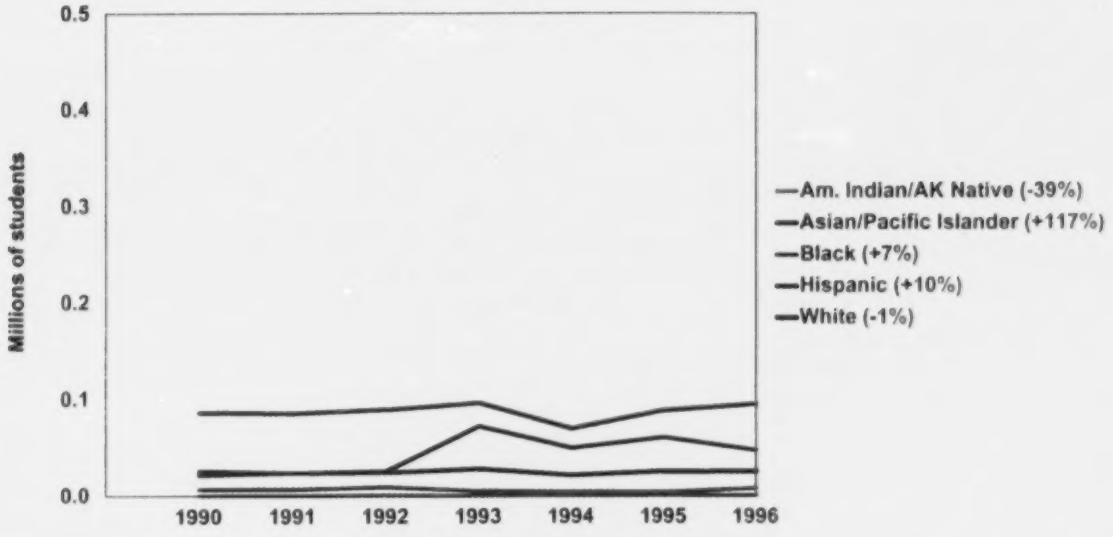
Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 1.

FIGURE 18. ENROLLMENT IN INTERMEDIATE ESL, BY RACE/ETHNICITY: PY 1990 THROUGH PY 1996



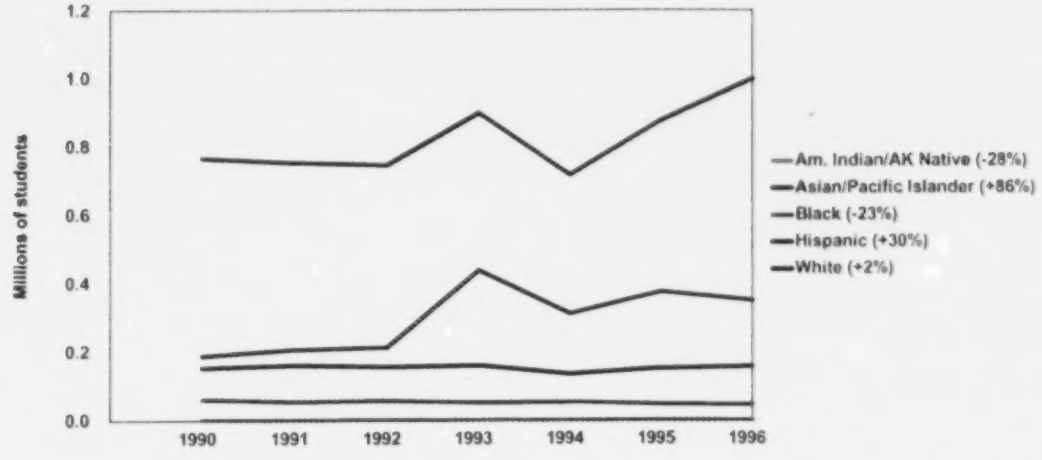
Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 1.

FIGURE 19. ENROLLMENT IN ADVANCED ESL, BY RACE/ETHNICITY: PY 1990 THROUGH PY 1996



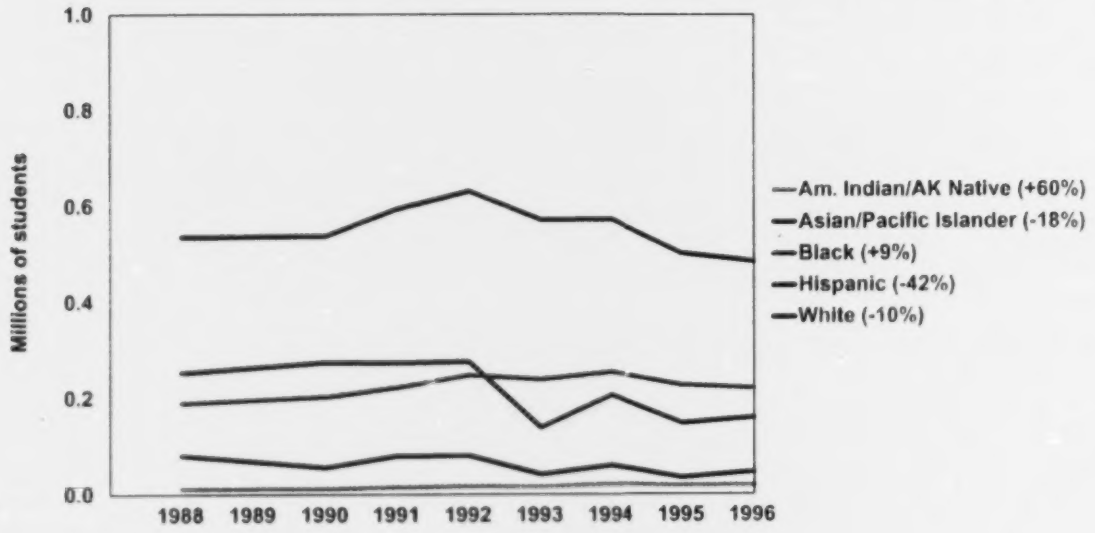
Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 1.

FIGURE 20. TOTAL ENROLLMENT IN ESL, BY RACE/ETHNICITY: PY 1990 THROUGH PY 1996



Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 1.

FIGURE 21. ENROLLMENT IN ASE, BY RACE/ETHNICITY: PY 1988 THROUGH PY 1996



Note: Information not available for 1989.
Source: DAEL statistical performance report Table 1.

GENDER AND AGE

Between PY 1988 and PY 1996, enrollment of individuals aged 25-44 increased by 40 percent, while the number of students aged 45-59 grew by 37 percent. Among men, the largest percentage increase was among individuals aged 45-59. Among women, it was among individuals aged 25-44, with a 44 percent increase.

TABLE 14. ADULT EDUCATION ENROLLMENT BY GENDER AND AGE

Gender/Age of Student	PY 1988	PY 1992	PY 1996	Percent Change 1988-1996
Men and women, total	**3,039,430**	**3,823,937**	**4,042,171**	**33**
16-24	1,156,768	1,446,161	1,485,917	28
25-44	1,349,083	1,774,240	1,882,133	40
45-59	338,395	405,469	464,636	37
60 and older	195,184	198,067	209,486	7
Men, total	**1,404,684**	**1,813,940**	**1,858,707**	**32**
16-24	599,007	752,150	779,490	30
25-44	606,646	819,112	813,492	34
45-59	134,304	174,727	185,423	38
60 and older	64,727	67,951	80,303	24
Women, total	**1,634,746**	**2,009,997**	**2,183,464**	**34**
16-24	557,761	694,011	706,427	27
25-44	742,437	955,128	1,068,641	44
45-59	204,091	230,742	279,213	37
60 and older	130,457	130,116	129,183	-1

Source: DAEL statistical performance report Table 2.

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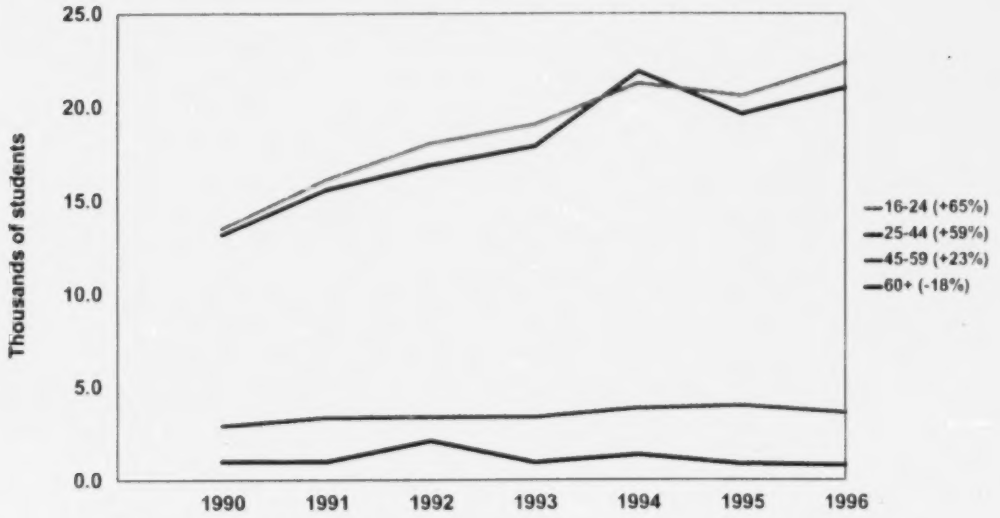
RACE/ETHNICITY AND AGE

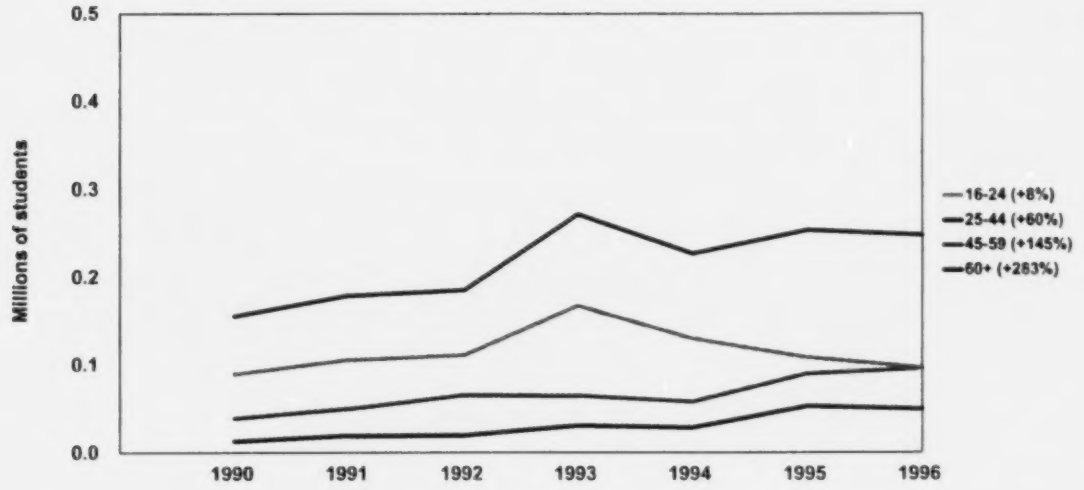
As Figures 22-26 illustrate, the largest percentage increase in enrollment among Hispanic and Black adults was in the 16-24 age group. Among White adults, the only increase was among individuals aged 45-59. For Asian/Pacific Islanders, the largest percentage increase in enrollment was among the older age groups.

FIGURE 22. ENROLLMENT OF AMERICAN INDIAN/ALASKA NATIVE STUDENTS, BY AGE GROUP: PY 1990 THROUGH PY 1996



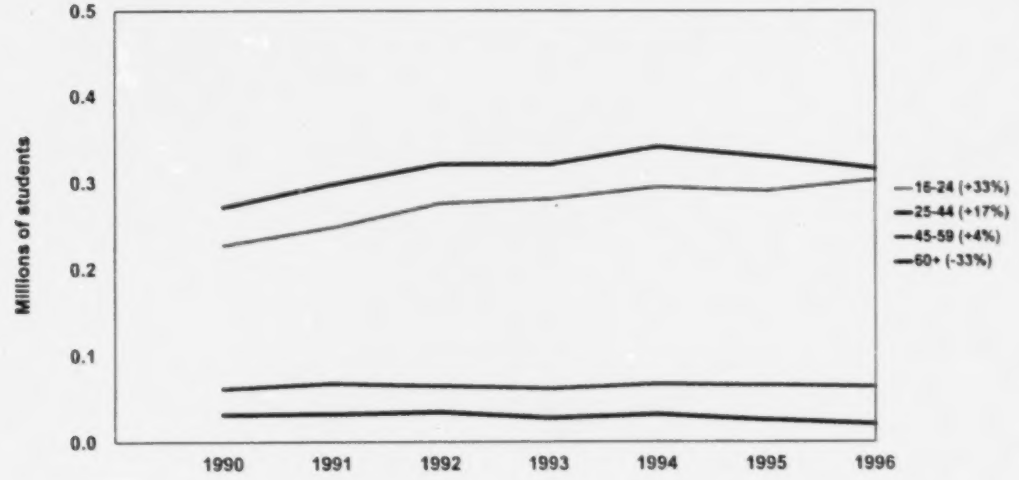
Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 2.

FIGURE 23. ENROLLMENT OF ASIAN/PACIFIC ISLANDER STUDENTS, BY AGE GROUP: PY 1990 THROUGH PY 1996



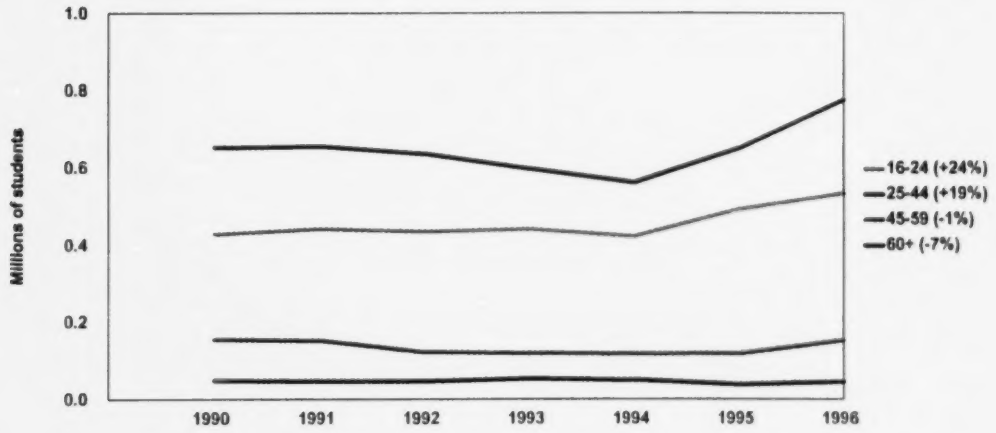
Note: Information not available for 1988 or 1989.
Source: DAEL Statistical performance report Table 2.

FIGURE 24. ENROLLMENT OF BLACK STUDENTS, BY AGE GROUP: PY 1990 THROUGH PY 1996



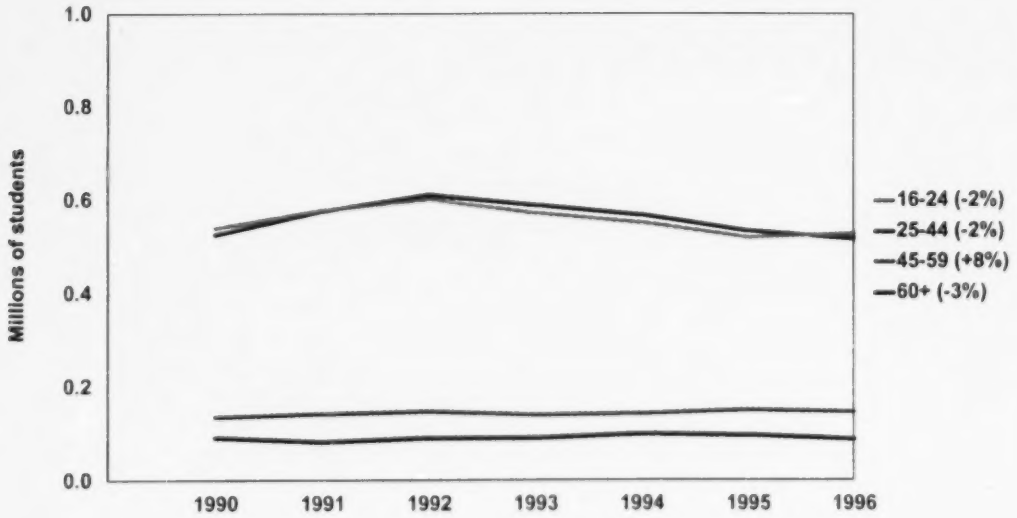
Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 2.

FIGURE 25. ENROLLMENT OF HISPANIC STUDENTS, BY AGE GROUP: PY 1990 THROUGH PY 1996



Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 2.

FIGURE 26. ENROLLMENT OF WHITE STUDENTS, BY AGE GROUP: PY 1990 THROUGH PY 1996



Note: Information not available for 1988 or 1989.
Source: DAEL statistical performance report Table 2.

SUBGROUPS OF SPECIAL INTEREST

Since PY 1988, adult education enrollment among residents of rural areas has increased by about 40 percent. Participation by individuals in urban areas with high rates of unemployment has grown by more than 40 percent since 1990, a year which saw declines in this category of participation. Enrollment among homeless individuals increased by 16 percent, and the program served about 30 percent more individuals on public assistance in PY 1996 than it did in PY 1988.

TABLE 15. ENROLLMENT OF SUBGROUPS OF SPECIAL INTEREST IN ADULT EDUCATION PROGRAMS

Subgroup	PY 1988	PY 1990	PY 1992	PY 1994	PY 1996	Percent Change in Enrollment, 1988-1996
Individuals with disabilities	212,367	158,894①	185,511	172,940	163,849	(-23)
Residents of rural areas	527,417	546,990	675,418	805,983	743,648	41
Residents of urban areas with high rates of unemployment	1,206,125	752,519	1,013,082	1,047,979	1,068,746	(-11)
Homeless individuals	----②	32,818	33,371	115,955③	38,113	16
Individuals receiving public assistance	333,243	312,402	455,004	425,053	436,212	31

Note: Numbers of individuals who have disabilities, are homeless, or receive public assistance are self-reports, of unknown accuracy. Information was not available for 1989.

① Much of the decline in the number of individuals with disabilities served from 1988 to 1990 is due to changes in California, which reported 90,023 in 1988 and 9,122 in 1990.

② Number of homeless individuals served was required for federal reports for the first time in 1989. Percentage change in this row is based on the period 1990 to 1996.

③ Much of the increase in the number of homeless individuals served from 1992 to 1994 is due to changes in California, which reported 3,700 in 1992 and 54,367 in 1994.

Source: DAEL statistical performance report Table 5.

STUDENTS IN CORRECTIONAL FACILITIES AND OTHER TYPES OF INSTITUTIONS

In the four-year adult education plan that it submits to DAEL, each state must describe how it will address the needs of adults who are incarcerated, as well as those of individuals with disabilities. To emphasize the importance of services to these two subgroups, Congress (in Section 322 of the Act) directs the states to use at least 10 percent of their federal funds for services to criminal offenders in corrections institutions and "other institutionalized individuals" (e.g., institutions for individuals with disabilities).

The legislation defines "criminal offender" to include adults in prisons, jails, reformatories, work farms, detention centers, halfway houses, community-based rehabilitation centers, and other similar institutions. It authorizes a wide array of services, including academic and vocational training programs, guidance and counseling, and support services that include coordination of educational services with services furnished by other agencies after the individual is released.

As ***Table 16*** shows, the states expanded their services to individuals in correctional facilities considerably during the period under consideration. Between PY 1990 and PY 1996, the number of such adults who participated in adult education programs increased by nearly 40 percent. The number of participants in other types of institutions, however, grew by only 3 percent.

Table 16. ENROLLMENT OF INDIVIDUALS IN CORRECTIONAL FACILITIES AND OTHER TYPES OF INSTITUTIONS IN ADULT EDUCATION PROGRAMS

Types of Students	PY 1990	PY 1992	PY 1994	PY 1996	Percent Change in Enrollment, 1990-1996
Individuals in correctional facilities	202,804	241,999	280,090	280,539	38
Individuals in other types of institutions	72,452	67,249	71,633	74,732	3

Note: Information was not available for 1988 and 1989.
Source: DAEL statistical performance report Table 5.

EMPLOYMENT STATUS

Many individuals who participate in adult education programs enroll because they believe that the instruction they receive will help them improve their employment prospects. In each year during the period under consideration, 40 percent or more of the individuals for whom information on employment status was available were employed. Because these adults must combine their studies with work and family responsibilities, they may be able to attend classes for only a limited number of hours each week.

Readers should note, however, that information on employment status was available for only 55 to 60 percent of students each year. States were generally able to provide these data for some (but not all) of their students, although a few states did not report at all. The status of the remaining students, including some who were out of the labor force, is unknown.

TABLE 17. ENROLLMENT IN ADULT EDUCATION PROGRAMS BY EMPLOYMENT STATUS (IN PERCENT)

Employment Status	PY 1988 (%)	PY 1990 (%)	PY 1992 (%)	PY 1994 (%)	PY 1996 (%)
Employed	48	52	42	43	46
Unemployed	52	48	58	57	54
Total	**100**	**100**	**100**	**100**	**100**

Note: Information was not available for 1989.
Source: DAEL statistical performance report Table 5.

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TRENDS IN SERVICE DELIVERY

NUMBER OF PARTICIPANTS SERVED AT VARIOUS LOCATIONS

From 1990 to 1995, more than half of adult education participants attended classes in school buildings (primarily elementary/secondary schools). The next most common locations for services were learning centers, correctional institutions, "other" locations, and community-based organization centers.

TABLE 18. ADULT EDUCATION PARTICIPANTS SERVED AT VARIOUS LOCATIONS (IN PERCENT)

Location of Class	PY 1990 (%)	PY 1991 (%)	PY 1992 (%)	PY 1993 (%)	PY 1994 (%)	PY 1995 (%)
Total	**100**	**100**	**100**	**100**	**100**	**100**
School buildings	**57**	**56**	**56**	**55**	**57**	**56**
Elementary/secondary school	44	42	43	41	41	42
Community college	13	14	13	14	15	14
Four-year college	1	<1	<1	1	<1	<1
Other locations	**43**	**44**	**44**	**45**	**43**	**44**
Learning center*	13	13	13	17	15	15
Correctional institution	9	9	10	8	8	7
Institution for disabled	3	3	3	2	2	2
Work site	2	2	2	2	3	2
Library	2	2	2	2	2	2
Community-based organization center	5	5	6	6	7	9
Home or home-based	1	1	1	1	1	1
Other	8	8	8	7	8	7

Note: Information was not available for 1988, 1989, or 1996. Percentages may not sum to 100 due to rounding.

* DAEL reporting instructions require that, where learning centers are located at other types of sites, participants be counted as attending learning centers.

Source: DAEL statistical performance report Table 7.

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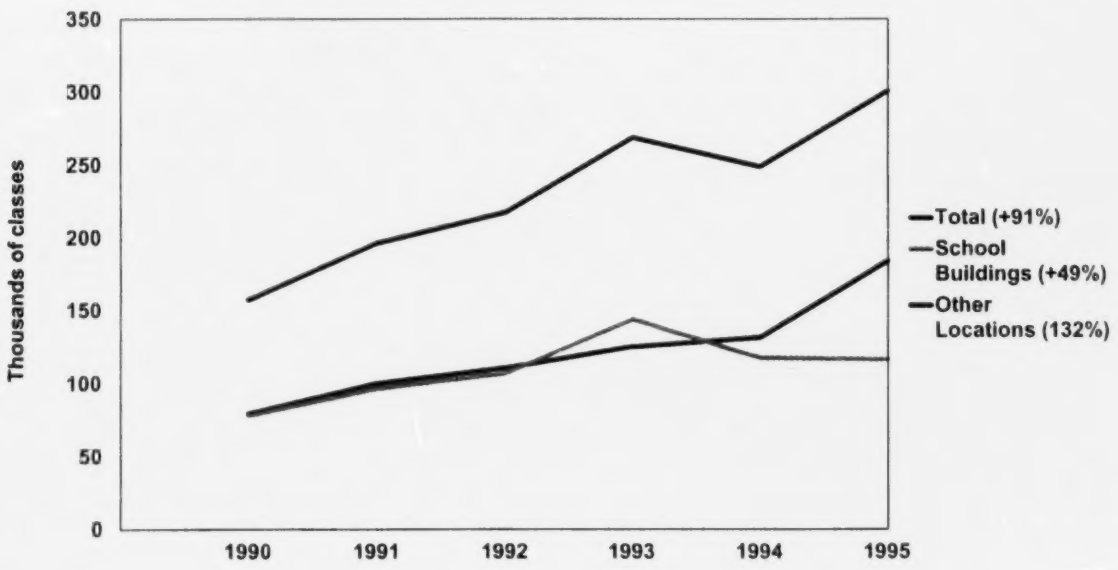
NUMBER OF CLASSES OFFERED

Between 1990 and 1995, the total number of adult education classes offered increased by about 90 percent, from around 160,000 to more than 300,000. The number of classes held at "other" locations* exceeded the number held at school buildings (including elementary/secondary schools, community colleges, and four-year institutions) for the first time in 1994.

FIGURE 27. NUMBER OF ADULT EDUCATION CLASSES, PY 1990 TO PY 1995



Note: Information was not available for 1988, 1989, or 1996.
* "Other" locations include Learning Centers, correctional institutions, institutions for the disabled, work sites, libraries, community-based orgnization centers, home or home-based, and other.
Source: DAEL statistical performance report Table 7.

NUMBER OF PERSONNEL PERFORMING VARIOUS FUNCTIONS

The total number of personnel employed in adult education programs increased by about one-fourth from PY 1988 to PY 1996. The number of local teachers increased by 15 percent.

About 90 percent of the personnel employed in the adult education program from PY 1988 to PY 1996 were local teachers, counselors, or paraprofessionals.

TABLE 19. NUMBER OF PERSONNEL PERFORMING VARIOUS FUNCTIONS

Function	PY 1988	PY 1992	PY 1996	Percent Change in Number of Personnel, 1988-1996
Total	**150,686**	**190,474**	**187,331**	**24***
State-level administrative/ supervisory/ancillary services	314	578	645	105
Local-level administrative/ supervisory/ancillary services	9,747	11,549	22,432	130
Local instructional and support personnel	**140,625**	**178,347**	**164,254**	**17**
Local teachers	94,622	127,474	108,433	15
Local counselors	4,348	3,716	6,602	52
Local paraprofessionals	41,655	47,157	49,219	18

Note: Information was not available for 1989.
* Over the same period, total federal and state funding increased by 131 percent.
Source: DAEL statistical performance report Table 8.

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PART-TIME, FULL-TIME, AND VOLUNTEER INSTRUCTORS AND PARAPROFESSIONALS

From PY 1988 to PY 1996, the total number of adult education teachers, counselors, and paraprofessionals grew from 140,625 to 164,254, with increasing percentages of full-time teachers and counselors. Over the period, at least half of the teachers were part-time employees. Volunteers made up most of the remainder of the instructional staff. These instructors usually work with individual students for a limited number of hours.

The number of local counselors increased by more than 50 percent over the period, with more than one-third working full-time in PY 1996.

TABLE 20. PERCENTAGE OF LOCAL TEACHERS, COUNSELORS, AND PARAPROFESSIONALS, BY EMPLOYMENT STATUS

Function	PY 1988 (%)	PY 1990 (%)	PY 1992 (%)	PY 1994 (%)	PY 1996 (%)
Total	**100**	**100**	**100**	**100**	**100**
Part-time	43	44	45	40	43
Full-time	6	7	7	8	13
Volunteer	51	49	48	52	44
Local teachers	**100**	**100**	**100**	**100**	**100**
Part-time	54	56	54	54	56
Full-time	6	7	8	9	14
Volunteer	40	37	38	38	30
Local counselors	**100**	**100**	**100**	**100**	**100**
Part-time	55	35	56	46	42
Full-time	17	15	25	28	37
Volunteer	29	50	19	26	21
Local paraprofessionals	**100**	**100**	**100**	**100**	**100**
Part-time	16	15	20	13	14
Full-time	5	4	5	5	6
Volunteer	79	81	76	82	79

Note: Percentages may not sum to 100 due to rounding.
Source: DAEL statistical performance report Table 8.

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TRENDS IN STUDENT OUTCOMES

STUDENTS COMPLETING THE EDUCATIONAL FUNCTIONING LEVEL IN WHICH THEY BEGAN, PROGRESSING IN THE SAME LEVEL, AND MOVING TO A HIGHER LEVEL

In the annual reports to ED, states indicate the number of students who:

- completed the Educational Functioning Level (EFL)* in which they began;
- progressed in, but did not complete, that level; and
- separated from the program before completing that level.

Each student is counted in only one of these categories.

States also report the number of students who, having completed the EFL in which they began, moved to a higher level.

In most years from PY 1990 to PY 1996, about one-fourth of students completed the level in which they began, and about one-half progressed in the same level. Of those completing a level, between 10 and 26 percent moved to a higher level. These percentages varied by level: in PY 1996, for example, 9 percent of beginning ABE students moved on, while 15 percent of those in intermediate ABE progressed to the next level.

About 25 to 30 percent of the students who enrolled in adult education separated from the program before completing the level in which they began.

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* For definitions of EFLs, please see page 42.

TABLE 21. PROGRESS BY LEVEL (IN PERCENT)

	PY 1990	PY 1991	PY 1992	PY 1993	PY 1994	PY 1995	PY 1996
Total							
Completed level	27	26	27	27	39	23	22
Progressed in same level	48	49	48	46	35	47	46
Separated	25	25	25	28	26	30	32
Moved to higher level*	16	16	19	26	15	14	10
Beginning ABE							
Completed level	25	24	26	25	32	23	18
Progressed in same level	51	54	51	51	40	47	50
Separated	23	23	24	24	28	30	32
Moved to higher level	16	16	19	17	13	15	9
Intermediate ABE							
Completed level	30	28	30	28	33	28	26
Progressed in same level	44	45	42	44	36	40	41
Separated	26	27	28	28	31	32	33
Moved to higher level	20	21	21	20	17	18	15

* Number of students moving to a higher level is a subset of the number completing a level. Percentage moving to a higher level is based on total ABE and ESL students (not applicable for ASE students).

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TABLE 21. PROGRESS BY LEVEL (IN PERCENT) *(continued)*

	PY 1990	PY 1991	PY 1992	PY 1993	PY 1994	PY 1995	PY 1996
Beginning ESL							
Completed level	23	24	22	20	49	17	16
Progressed in same level	52	51	54	51	24	51	48
Separated	25	25	25	29	27	33	36
Moved to higher level	13	11	14	9	12	12	8
Intermediate ESL							
Completed level	26	25	25	21	57	16	12
Progressed in same level	49	51	50	50	18	54	57
Separated	25	24	25	29	25	31	31
Moved to higher level	16	14	19	11	13	10	7
Advanced ESL							
Completed level	24	26	27	20	58	20	15
Progressed in same level	50	48	48	52	18	52	53
Separated	26	25	26	28	23	29	32
Moved to higher level	14	14	17	8	14	11	8
ASE							
Completed level	29	29	29	33	32	35	36
Progressed in same level	46	45	47	41	45	37	35
Separated	25	26	25	26	22	27	29
Moved to higher level	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Note: Information was not available for 1988 or 1989. Percentages may not sum to 100 due to rounding.
Fluctuations in the percentage of students completing the level in which they began, progressing in the same level, and moving to a higher level are sometimes due to changes in only one state, or a few large states.

N/A: Not applicable.

Source: DAEL statistical performance report Table 3.

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STUDENTS ACHIEVING VARIOUS EDUCATIONAL OUTCOMES

From PY 1988 to PY 1996, between 25 and 37 percent of ASE students obtained an Adult High School (AHS) Diploma or passed the GED each year.

At least 4 percent of adult education students enrolled in other education or training programs.

(These data elements are not available for all students.)

TABLE 22. PERCENTAGE OF STUDENTS WHO OBTAINED AHS DIPLOMA, PASSED GED, OR ENROLLED IN OTHER EDUCATION/TRAINING PROGRAMS

	PY 1988 (%)	PY 1990 (%)	PY 1991 (%)	PY 1992 (%)	PY 1993 (%)	PY 1994 (%)	PY 1995 (%)	PY 1996 (%)
Obtained AHS diploma	6	6	6	7	7	6	8	7
Passed GED	24	19	20	20	23	25	29	28
Enrolled in another education or training program	7	6	5	6	5	4	4	4

Note: Percentage of students who obtained an AHS diploma or passed the GED is based on number of ASE students. Percentage of students who enrolled in another education or training program is based on total number of adult education students. Information was not available for 1989.

Source: DAEL statistical performance report Table 6.

STUDENTS ACHIEVING VARIOUS SOCIETAL AND ECONOMIC OUTCOMES

From PY 1990 to PY 1996, about 240,000 participants in adult education programs received U.S. citizenship. Nearly 300,000 registered to vote or voted for the first time. More than 1.6 million adult education students retained their current jobs or obtained new jobs, and about 240,000 adult education students were removed from public assistance. Attainment of these societal and economic outcomes, however, cannot be attributed solely to enrollment in adult education classes.

(These data elements are not available for all students.)

TABLE 23. NUMBER OF ADULT EDUCATION STUDENTS ACHIEVING VARIOUS SOCIETAL AND ECONOMIC OUTCOMES

	Number of Students, PY 1990-1996
Received U.S. citizenship	241,454
Registered to vote/voted for first time	290,029
Gained employment	895,415
Retained or advanced in current job	747,395
Were removed from public assistance	241,789

Note: 1990 is the first year for which this information was available.
Source: DAEL statistical performance report Table 6.

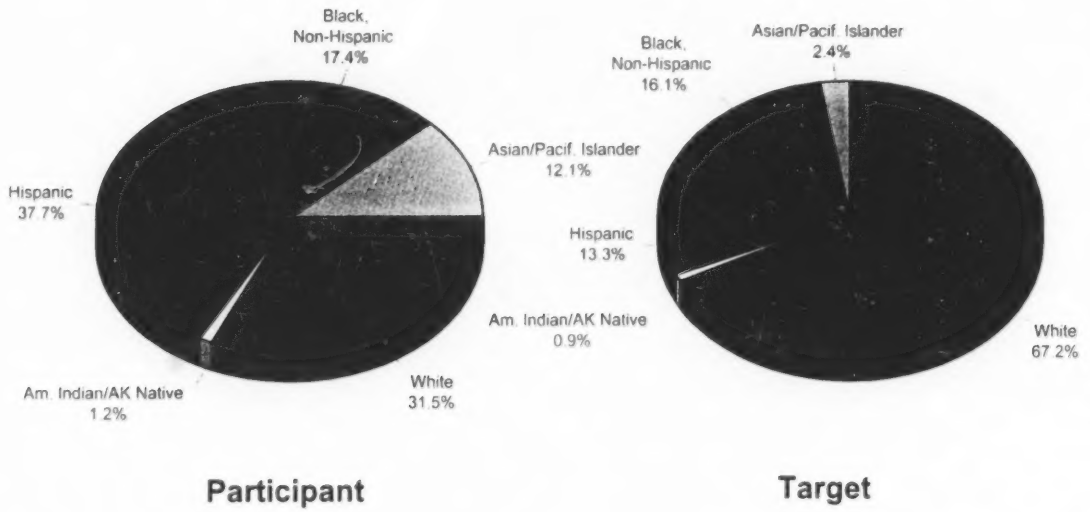
THE ADULT EDUCATION TARGET
AND
PARTICIPANT POPULATIONS

RACE/ETHNICITY OF THE PARTICIPANT AND TARGET POPULATIONS

The characteristics of the adult education participant population (e.g., race/ethnicity, age, gender, and educational level) do not necessarily correspond to those of the target population as a whole.

For example, as ***Figure 28*** shows, while Hispanic individuals make up only 13 percent of the target population, they accounted for nearly two-fifths of the participant population in PY 1996. Similarly, Asian/Pacific Islanders who were eligible for services (2.4 percent of the target population) accounted for 12 percent of all enrollments. Black and American Indian/Alaska Native students were represented in about the same proportions in the participant and target populations. White adults made up over two-thirds of the target, and less than one-third of the participant, population.

FIGURE 28. PARTICIPANT AND TARGET POPULATIONS BY RACE/ETHNICITY



Note: The participant population in PY 1996 totaled 4,042,545. Percentages may not sum to 100 due to rounding.
Source: Information on the participant populations is from DAEL statistical performance report Table 1, while data for the target population come from the 1990 census.

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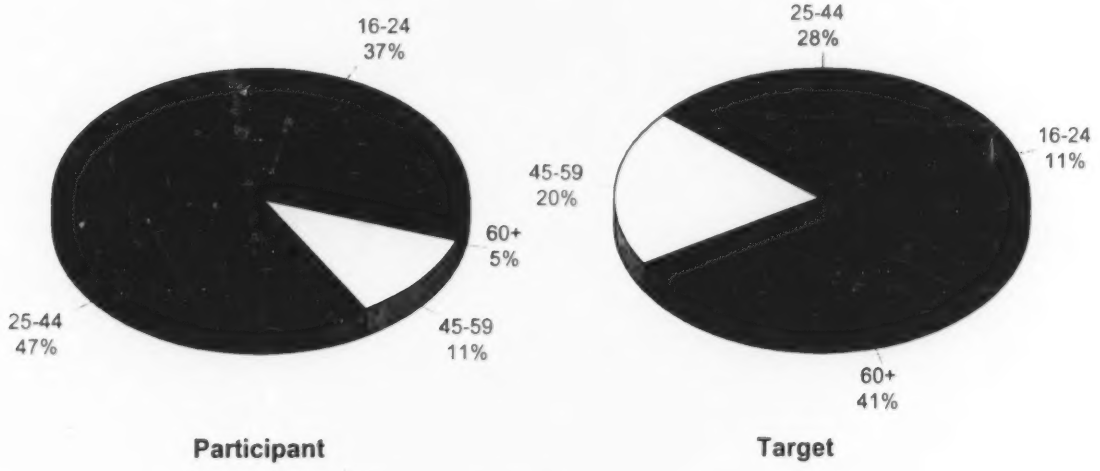
AGE AND GENDER OF THE PARTICIPANT AND TARGET POPULATIONS

Only 11 percent of the adult education target population is 16-24 years of age. These individuals, however, accounted for more than one-third of the participant population in PY 1996. Adults aged 25-44 (just over one-fourth of the target population) made up nearly half of the student population that year. Participation was much lower among individuals aged 45-59 and 60 and over, who together constituted 16 percent of the PY 1996 participant population.

Women outnumber men slightly in both the participant and target populations, accounting for just over half of each group (not shown).

FIGURE 29. PARTICIPANT AND TARGET POPULATIONS BY AGE

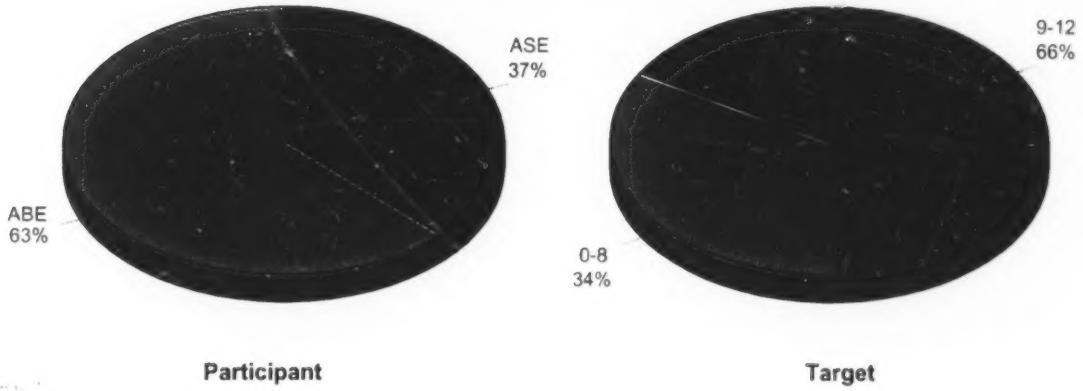


Note: The participant population in PY 1996 totaled 4,042,545.
Source: Information on the participant populations is from DAEL statistical performance report Table 2, while data for the target population come from the 1990 census.

NON-ESL PARTICIPANT AND TARGET POPULATIONS

About one-third of the members of the target population who have English as their first language have completed 8 or fewer years of schooling. Almost two-thirds of non-ESL enrollment in PY 1996 was in ABE.

FIGURE 30. NON-ESL PARTICIPANT AND TARGET POPULATIONS



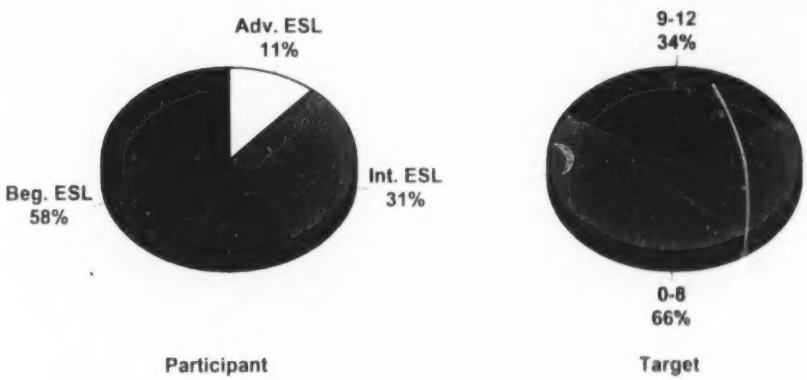
Note: In PY 1996, 2,484,560 students participated in ABE or ASE classes. Does not include members of the target population who have ESL or ESL students.

Source: Information on the participant population is from DAEL statistical performance report Table 2, while data for the target population come from the 1990 census.

ESL Participant and Target Populations

ESLTwo-thirds of the members of the target population who have English as a second language, and reported that they spoke the language less than "very well" had eight or fewer years of schooling. In PY 1996, more than half of ESL enrollment was at the beginning level.

Figure 31. ESL Participant and Target Popoulations



Note: In PY 1996, 1,557,985 students participated in ESL classes.

Source: Information on the participant population is from DAEL statistical performance report Table 1, while data for the target population come from the 1990 census.

TRENDS IN FUNDING

TOTAL, FEDERAL, AND STATE EXPENDITURES BY CATEGORY

From FY 1986 to FY 1994, both federal and state spending for adult education increased in every category. Federal expenditures grew by more than $156 million over the period, an increase of 163 percent. At the same time, state spending more than doubled, increasing by 124 percent.

TABLE 24. TOTAL, FEDERAL, AND STATE EXPENDITURES FOR ADULT EDUCATION, BY CATEGORY*

Category	FY 1986 ($)	FY 1990 ($)	FY 1994 ($)	Percent Change, 1986-1994
All categories				
Total	499,754,700	868,617,304	1,155,778,432	131
Federal	96,258,326	156,353,709	253,070,498	163
State	403,496,374	712,263,595	902,707,934	124
State administration				
Total	8,526,141	14,522,934	20,796,852	144
Federal	5,382,583	9,381,587	11,937,241	122
State	3,143,558	5,171,347	8,859,611	182
Section 353				
Total	13,424,775	24,304,479	45,480,708	239
Federal	11,853,564	22,395,605	41,841,671	253
State	1,571,211	1,908,874	3,639,037	132
Levels 0-8				
Total	274,907,285	541,402,778	833,101,508	203
Federal	61,310,715	107,610,446	173,079,917	182
State	213,596,570	433,792,332	660,021,591	209

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TABLE 24. TOTAL, FEDERAL, AND STATE EXPENDITURES FOR ADULT EDUCATION, BY CATEGORY* *(continued)*

Category	FY 1986 ($)	FY 1990 ($)	FY 1994 ($)	Percent Change, 1986-1994
Levels 9-12				
Total	101,053,332	288,357,113	256,399,364	154
Federal	8,467,959	16,966,071	26,211,669	210
State	92,585,383	271,391,042	230,187,695	149
Institutionalized **				
Total	9,109,378	33,833,589	45,306,698	397
Federal	3,951,903	17,965,263	28,155,927	612
State	5,157,475	15,868,326	17,150,771	233

Note: Dollars have not been adjusted for inflation.

* Totals for FY 1986 include data from five states for which breakouts by category are not available. Thus, the sum of the categories will not equal the totals, and the actual percentage change may be smaller than indicated.

** Spending on programs for institutionalized persons is also counted at levels 0-8 or 9-12.

Source: DAEL financial reports.

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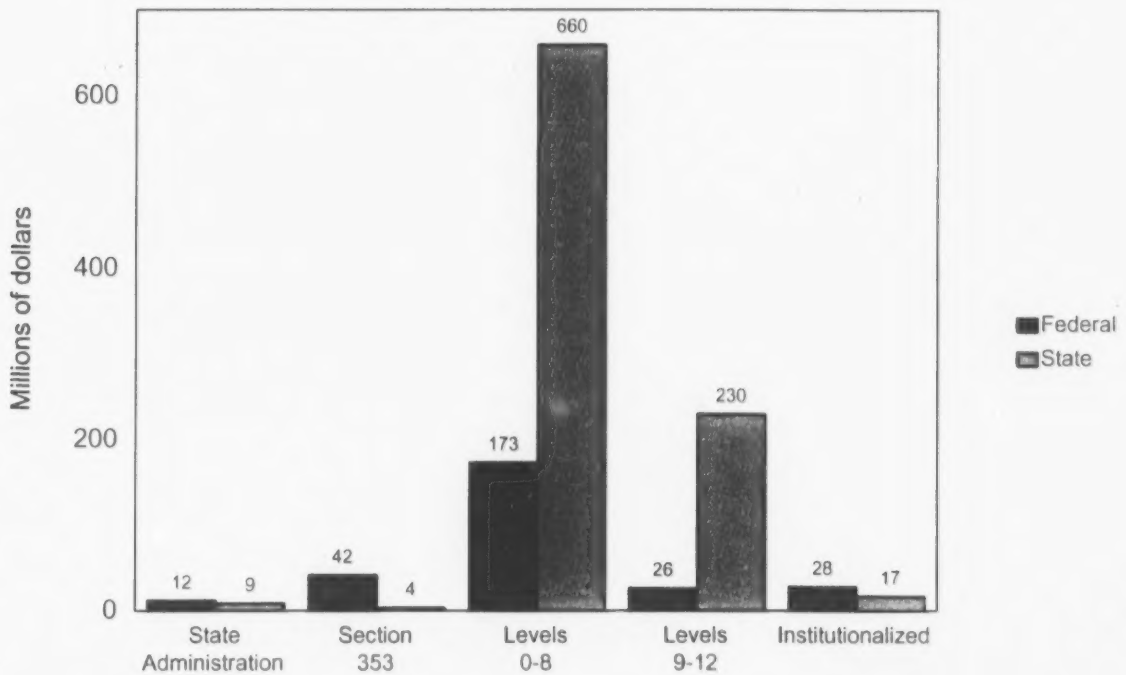
From FY 1986 to FY 1994, federal funds provided the majority of support for State Administration and Section 353 training and demonstration activities. State funds, however, were the most important source of funding for services to both levels 0-8 and levels 9-12, providing about 80 percent of support in the former category, and nearly 90 percent in the latter.

FIGURE 32. FEDERAL AND STATE EXPENDITURES BY CATEGORY: FY 1994

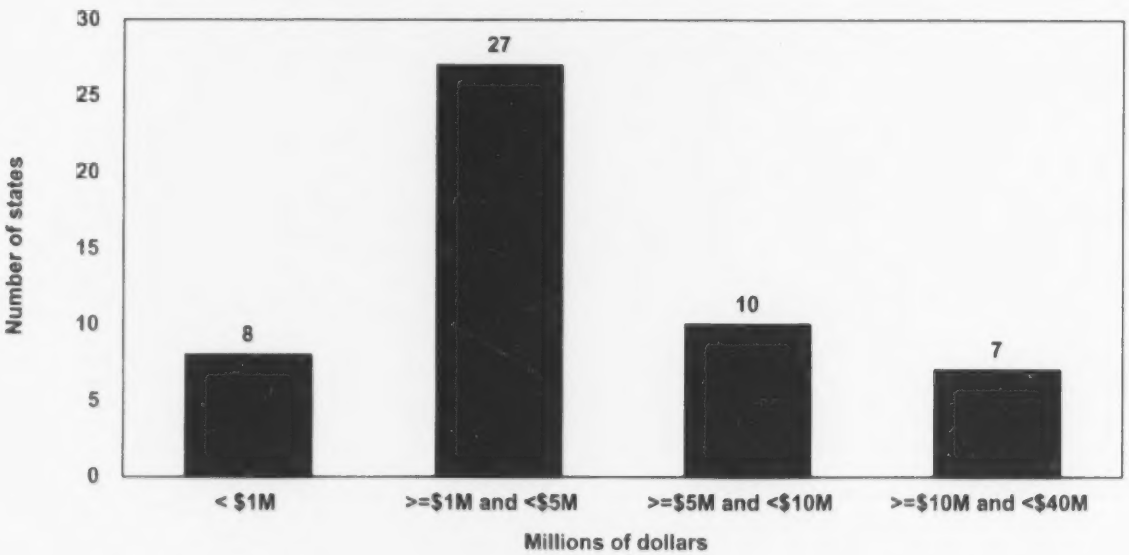


Source: DAEL financial reports.

FEDERAL FUNDING

For about half of the states, federal allocations in FY 1994 were between $1 million and $5 million. Seventeen states received more than $5 million each.

FIGURE 33. NUMBER OF STATES RECEIVING VARIOUS LEVELS OF FEDERAL SUPPORT FOR ADULT EDUCATION: FY 1994



Note: Includes the District of Columbia and Puerto Rico.

Source: DAEL financial reports.

STATE FUNDING

States may use federal funds to pay for no more than 75 percent of their adult education programs' costs. They must "match" their federal funds with additional money from state, local, or other nonfederal sources, providing at least 25 percent of the cost of their programs.[9] As Table 21 shows, nearly all contributed a much higher percentage. In total, nonfederal sources made up about 80 percent of total expenditures for adult education between FY 1986 and FY 1994. The proportion of state to federal spending remained relatively constant for the higher-ranking states.

TABLE 25. PERCENTAGE OF TOTAL COST PAID BY THE STATES (IN ORDER FROM HIGHEST TO LOWEST PERCENTAGE PAID IN FY 1994)

State	FY 1986 (%)	FY 1988 (%)	FY 1990 (%)	FY 1992 (%)	FY 1994 (%)
United States	78	83	82	78	78
Michigan	N/A	97	96	95	96
California	94	96	95	94	91
Oregon	82	86	86	86	90
Connecticut	85	88	88	86	88
Florida	92	91	89	86	84
Arkansas	81	81	79	83	84
Minnesota	76	84	84	84	84
District of Columbia	90	89	86	83	83
Indiana	87	89	87	82	82
Vermont	N/A	81	82	79	81
Maine	82	82	84	80	81

[9] A 1994 study by Research Triangle Institute and Mathematica Policy Research found that, while some states passed on the matching requirement to local providers, others did not collect information on local expenditures (see Moore, M.T., DiCarlo, J., Elliott, B., and Rice, J.K. (1995), *The allocation of funds for adult education*. Washington, DC: Mathematica Policy Research). In four states, local funds were the only source of nonfederal support.

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TABLE 25. PERCENTAGE OF TOTAL COST PAID BY THE STATES (IN ORDER FROM HIGHEST TO LOWEST PERCENTAGE PAID IN FY 1994) *(continued)*

State	FY 1986 (%)	FY 1988 (%)	FY 1990 (%)	FY 1992 (%)	FY 1994 (%)
Utah	86	84	83	80	80
North Carolina	78	84	80	74	78
Alaska	83	83	81	79	76
New Jersey	85	85	82	76	75
New York	64	74	70	65	74
Washington	71	74	76	71	71
Hawaii	64	65	69	69	71
South Carolina	71	75	79	72	71
Iowa	66	66	66	60	67
Massachusetts	82	80	74	66	66
Wisconsin	74	72	71	63	65
Louisiana	75	71	67	58	60
Rhode Island	49	61	61	55	60
Maryland	58	62	57	51	58
New Mexico	53	61	60	54	53
Arizona	46	45	64	57	52
Pennsylvania	12	15	50	48	50
Montana	46	45	48	42	47
Virginia	31	49	55	48	46
Ohio	54	52	49	43	46
West Virginia	54	50	42	35	45
Alabama	54	54	48	39	44
Wyoming	29	32	39	38	42
New Hampshire	29	46	42	42	42

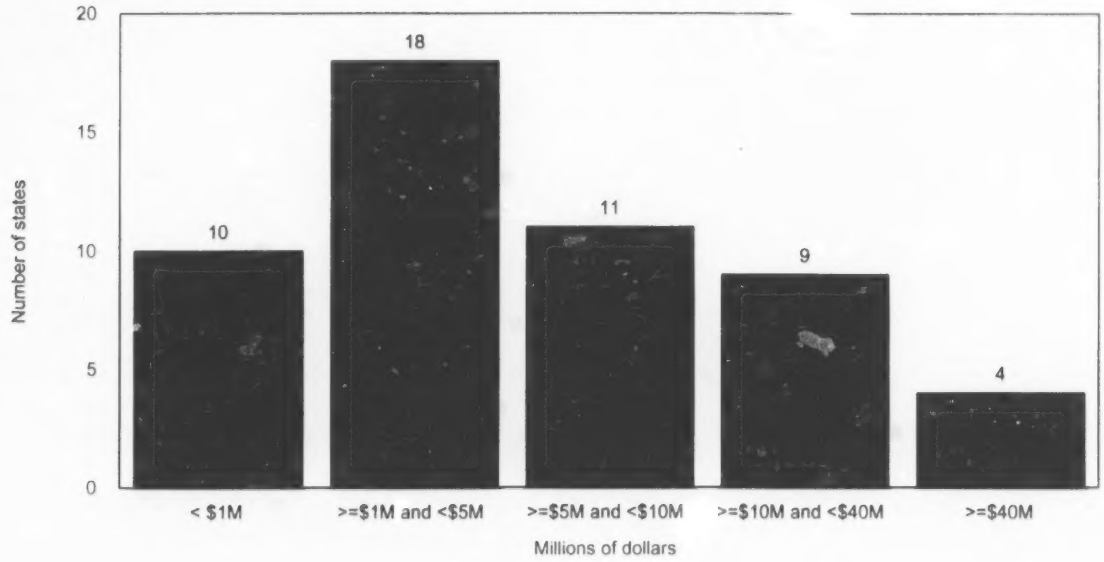
TABLE 25. PERCENTAGE OF TOTAL COST PAID BY THE STATES (IN ORDER FROM HIGHEST TO LOWEST PERCENTAGE PAID IN FY 1994) *(continued)*

State	FY 1986 (%)	FY 1988 (%)	FY 1990 (%)	FY 1992 (%)	FY 1994 (%)
Illinois	14	52	49	39	41
North Dakota	21	31	35	37	38
Kentucky	12	11	40	34	34
Texas	56	52	43	37	33
Colorado	19	19	25	27	33
Missouri	34	38	32	33	33
Tennessee	N/A	14	16	28	32
South Dakota	10	15	26	32	32
Nevada	43	46	38	37	31
Mississippi	10	10	15	29	30
Kansas	16	20	18	25	28
Georgia	N/A	46	37	28	26
Delaware	N/A	32	29	28	26
Nebraska	19	18	19	25	26
Oklahoma	11	17	20	26	25
Idaho	28	22	21	25	25
Puerto Rico	11	13	16	27	25

N/A: Not available.
Source: DAEL financial reports.

Nonfederal support totaled less than $5 million in over half of the states in FY 1994.[10] Four states (California, Michigan, Florida, and New York, each of which contributed $40 million or more) together accounted for two-thirds of the $900 million that the program received from nonfederal sources in this fiscal year.

FIGURE 34. NUMBER OF STATES PROVIDING VARIOUS LEVELS OF STATE AND LOCAL SUPPORT FOR ADULT EDUCATION: FY 1994



Note: Includes the District of Columbia and Puerto Rico.
Source: DAEL financial reports.

[10]Depending on the size of the state's federal allotment, this amount could represent a match ranging from 25 to 80 percent or more.

COST PER STUDENT

From FY 1986 to 1994, the national average cost per adult education student increased from $180 to $300. In FY 1994, costs per student ranged from $1,152 in Michigan to $59 in Hawaii. Cost per student averaged more than $500 in 9 states, and less than $150 in 9 states and Puerto Rico. These figures, however, do not consider how long students remain in the program, or other sources of financial support.

TABLE 26. COST PER STUDENT, BY STATE (IN ORDER FROM HIGHEST TO LOWEST COST IN FY 1994)

State	FY 1986 ($)	FY 1988 ($)	FY 1990 ($)	FY 1992 ($)	FY 1994 ($)
United States	180	212	220	264	300
Michigan	718	1,415	777	981	1,152
Massachusetts	136	318	541	619	934
Connecticut	212	220	297	435	902
Indiana	398	427	527	567	773
New Jersey	333	108	358	445	756
Vermont	479	505	507	617	698
Minnesota	178	493	290	521	575
Oregon	215	206	266	409	569
District of Columbia	262	401	224	292	527
Rhode Island	149	249	307	390	498
Arkansas	306	305	300	388	428
Pennsylvania	109	152	312	424	426
North Dakota	193	394	235	342	363
Maryland	103	100	121	257	331
Virginia	192	172	325	314	324
New York	375	192	207	254	314

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TABLE 26. COST PER STUDENT, BY STATE (IN ORDER FROM HIGHEST TO LOWEST COST IN FY 1994) *(continued)*

State	FY 1986 ($)	FY 1988 ($)	FY 1990 ($)	FY 1992 ($)	FY 1994 ($)
California	323	238	258	268	301
New Hampshire	221	151	167	238	288
Alaska	376	406	389	377	287
North Carolina	182	235	205	219	277
Washington	180	201	260	269	270
Louisiana	142	174	223	291	263
Delaware	217	216	286	283	260
South Dakota	116	166	260	283	260
Montana	139	162	197	221	239
Colorado	101	112	142	230	234
Nebraska	149	84	183	253	231
Kentucky	162	231	212	204	227
Missouri	126	143	145	197	217
Wyoming	142	166	202	225	210
Utah	190	158	191	196	210
Maine	90	89	330	177	209
Kansas	152	148	156	183	204
Mississippi	100	82	116	199	204
Illinois	128	151	153	211	183
Iowa	100	103	136	172	175
Florida	183	372	141	166	173
Ohio	127	126	120	148	168
West Virginia	115	106	124	146	164
Tennessee	97	90	87	120	164

TABLE 26. COST PER STUDENT, BY STATE (IN ORDER FROM HIGHEST TO LOWEST COST IN FY 1994) *(continued)*

State	FY 1986 ($)	FY 1988 ($)	FY 1990 ($)	FY 1992 ($)	FY 1994 ($)
Alabama	120	121	126	141	151
Wisconsin	N/A	122	133	150	150
South Carolina	100	98	149	137	134
Idaho	41	61	82	128	134
Oklahoma	64	73	92	131	127
Texas	62	70	76	109	124
Arizona	84	90	118	119	121
Puerto Rico	102	98	109	157	110
Nevada	204	331	54	74	107
New Mexico	65	64	80	98	98
Georgia	112	54	78	99	97
Hawaii	42	53	42	53	59

Note: Dollars have not been adjusted for inflation.
N/A: Not available.
Source: DAEL financial reports.